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# EVALUATION REPORT TANZANIA DEMOCRACY AND GOVERNANCE INITIATIVES

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*Submitted to*

**The U S Agency for International Development  
USAID/Tanzania**

*Submitted by*

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UnderDelivery Order  
OUT-AEP-I-804-96-00005-00/DO804**

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## ACRONYMS AND ABBREVIATIONS

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ADP	Automated Data Processing
ADR	Alternative Dispute Resolution
AFR	Africa Bureau of USAID/Washington
CCM	Abbreviation for the ruling political party in Tanzania
CSO	Civil Society Organization
DA	Development Associates, Inc
Danida	Danish International Development Agency
DG	Democracy and Governance/Democratic Governance
DSM	Dar es Salaam
FSN	Foreign Service National
FY	Fiscal Year
GHAJ	Greater Horn of Africa Initiative
GOT	Government of Tanzania
HRD	Human Resources Development
IR	Intermediate Result
JD	Doctorate of Jurisprudence
LCEA	Lawyer's Committee for Environmental Action
LL B	Bachelor of Law
Logframe	Logical Framework (a USAID design tool)
MAMET	Maarifa Media Education Trust (media training unit of the Habari Group)
MTSC	Media Training and Services Center (proposed)
NGO	Non-governmental Organization
PACD	Project Assistance Completion Date
PAO	Public Affairs Officer (Director of USIS Office)
PASA	Participating Agency Service Agreement (a contract between U S Government agencies)
PIO/T	Project Implementation Order/Technical Services — a USAID procurement request document (now called a MAARD)
PROAG	Project Grant Agreement or Project Agreement
PVO	Private Voluntary Organization

REDSO/ESA	Regional Economic Development Services Office/Eastern and Southern Africa
R4	Results Review and Resources Request (USAID Document)
RTD	Radio Tanzania Dar es Salaam
SO	Strategic Objective
TA	Technical Assistance
TBC	Tanzanian Broadcast Commission
TDGI	Tanzania Democratic Governance Initiatives (USAID Project)
TDY	Temporary Duty
Tsh	Tanzanian Shillings (unit of currency)
TSJ	Tanzanian School of Journalism
UDS	University of Dar es Salaam
US or U S	United States
USAID	United States Agency for International Development
USAID/Tz	USAID Mission in Tanzania
USDH	U S Direct Hire
USG	U S Government
USIA	United States Information Agency (Washington)
USIS	United States Information Service (overseas)
VNS	Voter News Service (U S )
VOA	Voice of America (U S worldwide radio broadcasting service)
vs	versus
WB	World Bank

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## EXECUTIVE SUMMARY

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On August 9, 1995 USAID/Tanzania (USAID/Tz) authorized the Tanzania Democratic Governance Initiatives (TDGI) project (621-0182) as a pilot activity to further the goals of the USAID's new Strategic Objective No 4 Improved Democratic Governance Target 4.1 of the SO was Strengthen Basic Institutions of Democratic Governance, it had the following sub-targets

- 4.1.1 Improve Administration of the National Court System
- 4.1.2 Improve Quality of Print and Broadcast Media Reporting
- 4.1.3 Strengthen Legal Rights and Civic Education Organizations

On August 21, 1995 USAID/Tz and the Government of Tanzania (GOT) signed a Project Grant Agreement (PROAG) obligating funds for the TDGI project. On December 20, 1995 USAID/Tz signed a Participating Agency Service Agreement (PASA) with the U.S. Information Service (USIS) for \$1.7 million to implement the project until August 9, 1998, the initial project assistance completion date (PACD). Additional funding was provided in September 1996, September 1997 and July 1998 bringing total funding to \$6.4 million. The PACD has been extended twice — to August 2003.

USAID/Tz signed contracts with two institutions to evaluate the activities carried out under the USAID-USIS PASA agreement and to recommend which activities might be continued within the new SO framework approved in 1998. Development Associates, Inc. (DA) was tasked to evaluate the Media and Judiciary components of the PASA and the overall management of the PASA activities. The highlights of the DA delivery order are in Annex A.

The DA team, which began its work in Tanzania on October 12, 1998, was comprised of the following personnel: **James L. Roush**, Team Leader (ex-USAID mission director and 19-year consultant), **Richard A. Griscom** (a lawyer who is a practicing mediator in the U.S.), **Dennis W. Montoya, JD** (a practicing attorney with a specialty in court administration), and **Gerald A. Fitzgerald** (an international media specialist and 30-year journalist). The list of persons contacted is appended as Annex B. The documents consulted are listed in Annex C. Team members met with USAID and USIS officers and with court and media personnel in Arusha, Mwanza and Dar es Salaam. The team also contacted project personnel no longer at post and other donor officials by e-mail and telephone.

### ALTERNATIVE DISPUTE RESOLUTION

Alternative dispute resolution (ADR) was chosen by the Chief Justice of the Supreme Court to help reduce the backload of civil cases in the courts. With the help of the TDGI project, 73 judges, magistrates and lawyers have been trained in ADR, and around 200 cases have been settled by mediation, the chosen ADR method. These results are less than planned because High Court judges had to devote a number of months to deal with election petition cases resulting from the 1995 General Parliamentary Elections and the first pilot program took longer to implement.

than expected. Nevertheless, the court has gained valuable ADR experience and now has six Tanzanian judges and magistrates trained as ADR trainers who are ready to start the training of their colleagues. The court is ready to launch a more aggressive ADR program.

As problems have been encountered in implementing the ADR activity, Judge Shuker and others working with the Chief Justice under the auspices of the PASA, have offered solutions. The team found that the following problems still need to be dealt with:

- (a) the transfer of judges trained in ADR to courts where ADR is not being applied — this will largely disappear as ADR training is extended throughout the Judiciary,
- (b) the lack of funds for paper and transport needed for timely notification to parties — this will require a change in the notification process and/or additional GOT budgetary resources,
- (c) the lack of effective data collection on user-satisfaction — this will require a change in administrative process and improved automated processes (see Section III), and
- (d) the frequency with which cases have to be continued because of the non-appearance of one of the attorneys or their appearance with inadequate authority to settle the case — this will require a change in the procedure used to deal with the attorneys.

#### **ADR RECOMMENDATIONS**

- ▶ USAID should continue (subject to conditions set forth in II D 2) to support the Judiciary's ADR program by funding the training that will enable ADR to be implemented throughout the country in the High Courts and the District Courts.
- ▶ The Chief Justice should be encouraged to establish procedures (with an enforcement mechanism) to provide for uniformity among judges and magistrates regarding the sanctions to be imposed on non-appearing attorneys and attorneys who appear without the authority to come to settlement.
- ▶ USAID should encourage the involvement of the Law School of the University of Dar es Salaam in the ADR activity (see II D 6 and 7).

#### **AUTOMATED CASE MANAGEMENT**

Automated case management was not discussed in the Project Paper, thus, no Anticipated Results were projected. Caseload management techniques had already been introduced into the court by the Chief Justice in November 1994, apparently, it was assumed that no project support was needed. In October 1996, however, Judge Nan Shuker recommended to the Chief Justice that automated case management be incorporated into the PASA activity because data were not being generated to demonstrate the usefulness of the ADR activity.

The "Court" system installed by the team from the Utah court system, although presumably contracted to meet the need to computerize information regarding the PASA's efforts in ADR, fails to address the essential core objective of documenting the progress of ADR. The "Court" software does, however, capture a large amount of data and generates reports that are useful to

the courts. The court administration component of the PASA has introduced valuable technology and organization principles to the Tanzanian judiciary. Nevertheless, these principles must be refined and enhanced before the basic needs of the judiciary can be said to have been met.

#### **NEEDED NEXT STEPS**

a In the short term, steps need to be taken to modify one or both of the two automated systems (Court and Access) so that the courts where ADR activities are carried out will be able to generate reports providing information on ADR as spelled out in Section III C 3 a.

b In conjunction with the expansion of the ADR program to the High Courts and Regional Courts, an expanded ADP effort (including activities listed in Section III C 3 b ) is needed to extend the results of Next Steps a to those courts.

c The process for the entry of cases into the court system should be simplified and case management procedures should be modified to ensure that cases are dealt with more openly and more efficiently. The Chief Justice could establish a task force of retired and active judges, attorneys and court administration personnel to review the recommendations of Judge Shuker, Duane Delaney, Judge Leonard, et al. and to prepare a plan for improving court processes and case management procedures.

d Court document management and court infrastructure should be up-graded, in synchronization with and prior to the introduction of automated systems in the individual courts. Current physical conditions preclude proper storing and filing of case files and require personnel to operate in inefficient circumstances.

The team believes that activities a and c can be carried out by the Chief Justice with limited outside support. Activity b, however, will require outside assistance in terms of technical assistance and equipment. Activity d will require increased budgetary allocations from the GOT and possibly some assistance.

#### **AUTOMATED CASE MANAGEMENT RECOMMENDATIONS**

- 1 That USAID contract for a team to help carry out Next Steps a above and prepare a plan and budget for carrying out Next Steps b.
- 2 That USAID and the Chief Justice seek to involve other donors in funding the implementation of Next Steps b after a plan has been prepared.
- 3 That a commitment by the Chief Justice to implement Next Steps c and d, with financial support from the GOT, should be a precondition for USAID support for the implementation of Next Steps b.

#### **MEDIA**

Analyses undertaken for USAID/Tz during the design of the TDGI project indicated there was an urgent need for improving journalists' skills. USAID/Tz decided to provide training through a series of seminars for middle-level journalists held at various sites around the country.



Between January 1996 and August 1998, USIS conducted eight workshops, mainly for print-journalist members of Tanzania's growing regional Press Club movement, covering the following subjects: Law and the Media in a Democratic Society, Good Governance, Practical Politics, Interviewing Techniques, Economic Reporting, Local Government Reporting, and Journalism Ethics

Annex D provides more information on these workshops as well as the three radio workshops. Other media support under the TDGI project included (a) financing library membership for members of six Press Clubs, (b) financing basic skills journalism training for the members of the Mbeya Press Club, and (c) providing desktop publishing equipment to three Press Clubs that plan to produce their own regional weekly newspapers or newspaper inserts.

With support from the media activity, the number of regional Press Clubs has increased from 9 at the start of the project to 13. One of the clubs has established a regional newspaper and others are in the process of getting approval from the government to initiate a publication of their own. Some have plans for local radio stations. The Press Clubs also provide moral support to the budding journalists, and at times this involves getting them out, or keeping them out of jail. In addition, the Press Clubs created a Union of Press Clubs, an umbrella NGO which is located in Arusha.

The evaluation team believes that the media could appropriately be considered one of the CSOs to be targeted under the new SO-3. Achievements of other CSOs or dialogues between other CSOs and government are unlikely to be successful without the activity of the media. Media are the vital connections that bind the many pieces of civil society together.

Unfortunately, the media are still very vulnerable to hostile action by the government, and most media organizations still need considerable up-grading and expansion to play their role adequately. What is needed, however, is not a continuation of parachuted workshops, valuable though they were, but a more complete program designed locally and dealing with two special problems: the structure of the media and the technical capability of the media's practitioners.

With regard to structure, Tanzania's media are highly centralized, particularly the print media. Both English and Swahili newspapers' preoccupation is Dar es Salaam, home of about one-fifth of the nation's estimated 30 million people. For the other four-fifths, virtually no news about issues that concern them is available in print form — if a newspaper reaches them.

While radio's reach is broad, and growing more so every day, its public-interest impact falls well short of its potential. Further, public investment today is not going to radio but to television, which will reach only a tiny, elite sliver of the population. Significant new investment in noncommercial radio is coming only from church groups. The only significant offset to the foregoing structural problems are the increased, but still minor, role being played by the Press Clubs. Hence, the latter need to be strengthened.

The Tanzania School of Journalism (TSJ), with funding from the Danish aid agency (Danida), undertook in 1997 a survey of media training needs. The Union of Press Clubs, whose members were not significantly represented in the TSJ survey, held a National Conference on Continuing Education of Journalists in April 1998. No doubt related to the attention given to the foregoing, the importance of training has been recognized by the organized media in Dar es Salaam and the

government This resulted in the formation in September 1998 of the Media Training Trust Fund to foster (in unspecified ways) the training of journalists

Given the development of media organizations in recent years and the recent establishment of the Media Training Trust Fund, the timing would seem propitious to offer to support, along with other donors, the establishment of a Tanzanian Media Training and Services Center The Center could support both print and broadcast media and indirectly both the public and the government by working on all of the media shortfalls/needs Proposed functions of the Center are set forth in IVC 3 b

Since the idea for the new Media Training Trust Fund appears to have originated with Danida and the structure of the Fund (according to its constitution) is designed to obtain donor assistance for a significant media training effort, the evaluation team believes that other donors will join in the funding of the activities of the proposed Media Training and Services Center

In the spirit of the new Strategic Objective, it would make sense for the proposed new Media Training and Services Center to be established under the auspices of, or provided financial support from, the new Media Training Trust Fund The latter has representatives on its board of trustees from both government and the private media, and its constitution also provides for non-voting membership of two donors on the board Since the Trust Fund is just being established, it is feasible that the Trustees, if they liked the proposal herein for the Media Training and Services Center, would modify the constitution of the Fund to provide for establishing the Center under the aegis of the Trust Fund

#### **MEDIA RECOMMENDATIONS**

- 1 USAID, hopefully in coordination with USIS, should contact the members of the Board of Trustees of the Media Training Trust Fund, other donors, and the Union of Press Clubs to determine whether there is support for the creation of a Media Training and Services Center (MTSC) along the lines set forth herein (IV C 3 b ) USAID should insist that the Union of Press Clubs be represented on the management structure of the MTSC, as well as its members benefiting from MSTC programs
- 2 If there is interest in the MTSC, USAID (possibly with USIS) should indicate a willingness to fund a team of expatriates to work with a local group to prepare the appropriate documentation for the establishment of the Center, develop a plan of action to launch the Center, prepare a budget for the first two years' activity, and contact local media organizations, publishers and broadcasters as well as donors to obtain commitments of resources to implement the plan
- 3 Until the proposed MTSC (or something equivalent) is operational, USAID should continue its support to the regional Press Clubs and develop a small special program to provide support to the women members of the media (See details in Section IVD 3 )
- 4 USAID (possibly in conjunction with USIS) should arrange for the visit of a team experienced in the organization of media coverage of election results to prepare a feasibility study (and plan if feasible) for organized election night coverage by the media

of voting results throughout the country for the 2000 general election (and the 1999 local elections if time permits)

- 5 USAID, in conjunction with other donors, should help cover the costs of the election night coverage if a plan is developed and outside financial assistance is sought

## **USAID PROJECT MANAGEMENT**

The principal implementation problems encountered which reflect on project management include

- ▶ Some of the activities originally planned, as set forth in the Project Paper, were not carried out, e g , more involvement of the Law School and the Bar in the ADR program and assistance to television in the Media program There is nothing in the USAID files that indicates that USIS was consciously excluding these activities or that the omission was raised with USIS by USAID
- ▶ The PASA was initially negotiated for approximately three years (to August 1998), but in July 1998 when the TDGI project was extended to 2003, plans were being made to extend the PASA, at least for six months However, at the last minute, the PASA was allowed to terminate The result was that a number of activities in the pipeline could not finish, and special arrangements had to be made to allow some of them to go forward It also meant a virtual shutdown of support to the ADR and NGO support activities, activities which it was planned to continue under the re-formulated SO-3 These problems were exacerbated by the bombing of the U S Embassy in Dar es Salaam in early August

## **CONCLUSIONS ABOUT PROJECT MANAGEMENT**

The decision to negotiate a PASA with USIS to implement the media and ADR activities made good sense, but it was not appropriate to use the PASA mechanism to implement the other project activities civic education and NGO activities in support of women's legal rights

Both of the problems cited above resulted primarily from the turn-over in personnel at both USIS and USAID, combined with the lack of familiarity with USAID regulations and implementation processes by the relevant personnel in both agencies

The ADR activity was not adequately monitored during the latter part of the PASA period The PASA Coordinator was aware that she was not receiving the data that should have been forthcoming from the new "Court" automated system, but both she and the USAID project officer accepted the excuse that it was taking a long time to input data

The PASA should have been extended for a few months, at least in relation to the media and ADR activities, so that scheduled activities could continue while plans were being developed for the next (and modified) phase of project activity

For the next phase of activity, USAID needs to ensure that it has, or has access to and uses, more technically qualified personnel and that the Tanzanian implementing organizations submit annual work plans and quarterly progress reports against those plans

Frequent changing of project objectives through re-stating of USAID's strategic objectives and revision of results frameworks and results indicators is not conducive to efficient project implementation. It creates confusion in counterpart organizations and in USAID-contracted implementing organizations unless these organizations see the need for changes and participate in the discussions that lead to the new guidelines

Overall, the evaluation team applauds the USAID's re-formulation of SO-3 towards promoting greater interplay between society and its private and public representatives. The team is also pleased to see conflict resolution as an area of concern, but suggests broadening the concept to also include conflict prevention. On the other hand, the team is concerned about the validity/usefulness of some of the indicators associated with the new SO-3 as given in the March 23, 1998 Performance Monitoring Plan

#### **PROJECT MANAGEMENT RECOMMENDATIONS**

- 1 The USAID should design (or re-design) its action program to carry out the newly formulated SO-3 and then modify its Results Framework to make it relate to the action program and focus more on objectively verifiable indicators than on the perceptions of interested parties. It should resist tinkering with the SO-3 statement and Results Framework unless clear weaknesses have been identified and counterparts are in agreement with the need for change
- 2 The USAID should strengthen its management of the TDGI project. This could be achieved by a number of measures, including at least some of the following: (a) hire additional full or part time local technical staff, (b) increase the use of TDY expatriates and try to use the same ones regularly, (c) create and support joint USAID (or donor)-CSO-GOT activity monitoring units to develop work plans at least annually and report quarterly (and publicly when appropriate) on results, and (d) re-create an outside advisory committee along the lines of that established in 1995 to provide input to USAID, and/or the joint monitoring unit suggested in (c), on program content, results indicators, and the means of measuring results
- 3 The type of organization(s) that USAID will need to help it implement the TDGI project will depend upon the content of the action program recommended in 1 above; thus USAID should not rule out of consideration at this time the possibility of a new PASA with USIS if USAID continues to support ADR activity and media activity as recommended in Section IV

TANEXE R70

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## I. INTRODUCTION

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### A. BRIEF PROJECT DESCRIPTION AND CHRONOLOGY

On August 9, 1995 USAID/Tanzania (USAID/Tz) authorized the Tanzania Democratic Governance Initiatives (TDGI) project (621-0182) just prior to the multi-party election in October. It was viewed as a pilot activity in support of improved democratic governance in Tanzania. Under the project, four basic institutions of democratic governance were selected for strengthening:

- 1) the judiciary, through support to the alternative dispute resolution (ADR) activities initiated by the Chief Justice,
- 2) the media (print, radio and television), particularly through training workshops for the burgeoning number of would-be but untrained journalists,
- 3) women's legal rights organizations through a small grants fund, and
- 4) the Institute of Education, through assistance in designing the democracy unit to be part of the secondary school civic education course

The TDGI project was to further the goals of the recently added Strategic Objective No. 4 Improved Democratic Governance [Project Paper, page 14]. Target 4.1 of the SO was Strengthen Basic Institutions of Democratic Governance, it had the following sub-targets:

- 4.1.1 Improve Administration of National Court System
- 4.1.2 Improve Quality of Print and Broadcast Media Reporting
- 4.1.3 Strengthen Legal Rights and Civic Education Organizations

On August 21, 1995 USAID/Tz and the Government of Tanzania (GOT) signed a Project Grant Agreement (PROAG) obligating \$1 million for the TDGI project. On September 28, 1995 the PROAG was amended to obligate an additional \$1 million, bringing the life of project funding to \$2 million. The funds were allocated as follows (in thousands of US Dollars):

Alternative Dispute Resolution	530
Media	330
Women's Legal Rights	220
Civic Education	350
Management of the Project	270
Project Audit & Evaluation	300

On December 20, 1995 USAID/Tz signed a Participating Agency Service Agreement (PASA) with the U.S. Information Service (USIS) to implement the project until August 9, 1998, the project assistance completion date (PACD). Funding provided for the PASA was \$1,722,278.

The PROAG was further amended on September 23, 1996 to

- ▶ obligate an additional \$1 million, bringing total funding to \$3 million,
- ▶ extend the PACD from August 9, 1998 to September 29, 2000,
- ▶ commence some new activities (e g , with the Controller/Auditor General) outside of the PASA and bring the TDGI activities under the newly established Strategic Objective (SO) 3 — Foundation for the Transition to Democratic Governance Established — with the following Intermediate Results established as targets for the activities

IR 3 1 Access to justice improved,

IR 3 2 GOT accountability and transparency improved,

IR 3 3 Citizens understand and apply principles of democratic governance,

IR 3 4 Selected media become more responsive and responsible, and

IR 3 5 Selected representative institutions perform better

- ▶ waive the requirement for a 25 percent host country contribution to the project

The PROAG was further amended on September 5, 1997 to add \$600,000 and provide for two additional activities which had been initiated earlier

(1) the printing and distribution of laws, and

(2) assistance to the Tanzanian Revenue Authority

On July 31, 1998 the 4th Amendment to the PROAG was signed to

- ▶ increase the TDGI life of project budget from \$3 6 million to \$6,397 486,
- ▶ extend the PACD from September 29, 2000 to August 9, 2003, and
- ▶ add new activities and expand existing activities within TDGI objectives

Annex 1 (Supplementary Amplified Project Description) to PROAG Amendment No 4 provides for a new Strategic Objective (SO) to replace the goal and purpose statement of the original project. The new SO (SO-3) is *Civil Society and Government are More Effective Partners in Governance*. Under this SO, three courses of action are planned under the project with the following anticipated Intermediate Results

■ **Strengthening Civil Society's Capacity to Promote Good Governance**

**IR 3 1      TARGETED CSOS (CIVIL SOCIETY ORGANIZATIONS) MORE EFFECTIVELY REPRESENT PUBLIC INTERESTS TO GOVERNMENT ON SELECTED ISSUES**

▶ **Strengthening the State's Capacity to Supply Good Governance**

**IR 3 2      TARGETED GOVERNMENT INSTITUTIONS ARE MORE RESPONSIVE TO PUBLIC CONCERNS ON SELECTED ISSUES**

► **Promoting Civil Society-State Partnership in Resolving Public Problems**

**IR 33 THE ENABLING ENVIRONMENT SUPPORTS CSO-GOVERNMENT PARTNERSHIP IN GOVERNANCE**

On August 9, 1998 the USIS PASA was allowed to terminate

USAID/Tz signed contracts with two institutions to evaluate the activities carried out under the USAID-USIS PASA agreement and, based on their findings, to recommend which activities might be continued within the new SO framework Development Associates, Inc (DA) was tasked to evaluate the Media and Alternative Dispute Resolution components of the PASA and the overall management of the PASA activities This is the DA report

**B. EVALUATION METHODOLOGY**

The DA evaluation was initiated with the issuance of Delivery Order OUT-AEP-I-804-96-00005-00/DO804 on July 29, 1998 The purpose of the delivery order is to "perform an evaluation and identify whether the ADR/automated caseflow management and media components implemented under the USIS PASA should be continued, what if any modifications should be made, and assess the overall management of the PASA " For each topic, the contractor shall provide

"an overall assessment of whether anticipated results have been achieved, if not, why not, what unexpected results have been achieved, and discuss any management concerns arising from the manner in which the activities were implemented To the extent possible, the contractor shall provide gender disaggregated data and/or information from its findings "

Further instructions, including a list of questions for each evaluation area, can be found in Annex A

The DA team began its work in Tanzania on October 12, the Team Leader stopped in Washington, D C enroute where he received a background briefing on Tanzania and on Democracy and Governance activities in Africa respectively from Fred Witthans (USAID/Tz Program Officer until recently) and Donald W Muncy, Senior Democracy & Governance Advisor in the African Bureau The Team Leader also obtained a copy of the USAID's March 1998 R-4 report

The DA team is comprised of the following personnel

**JAMES L ROUSH, TEAM LEADER**

*An ex-USAID foreign service officer and mission director with 25 years of service, a consultant for 19 years in international development, including experience in the evaluation of democracy and governance projects*

**RICHARD A GRISCOM**

*A lawyer who is a practicing mediator in the U S He has also assisted in the design of ADR components of USAID projects in El Salvador and Panama (where he was Chief of*

*Party of a contract team implementing USAID's Improved Administration of Justice project)*

**DENNIS W MONTOYA, JD**

*A practicing attorney with a specialty in court administration (case tracking systems, case achieving systems, court automation) He has also worked on USAID contracts and is familiar with ADR*

**GERALD A FITZGERALD**

*An international media specialist and journalist who has 30 years experience as reporter and editor with newspapers and news agencies, including the Baltimore Sun, The Associated Press and The Washington Post*

The entire team met initially with USAID and USIS PASA personnel, with the Massawe Ernst Young team which is evaluating other PASA activities, and with the Chief Justice

The ADR team conducted extensive interviews with of court personnel in Dar es Salaam, Kisiutu, and Arusha and organized focus group discussions with selected individuals or groups See Annex B for a list of persons consulted Significant effort was required to extract useful data from the automated court records, including the hiring of a local consultant familiar with the design of the system Contact was also made by e-mail with one member of the U S team which designed the automated case management system, attempts to reach others were not successful

The team media specialist met media personnel in Dar es Salaam, Mwanza and Arusha and visited the Press Clubs in the latter cities In addition, a focus group discussion was held with the Chairmen of the Press Clubs of Tanga, Mbeye and Songea The team utilized the media person from the USIS PASA team to facilitate contacts and the administrative assistant from the PASA team tabulated the data in the questionnaires filled out by the Journalism Workshop participants at the time of their training Contacts were made with expatriate trainers from U K and Denmark who have presented courses in Tanzania

Besides analyzing the media workshop questionnaire data, the team also prepared follow-up questionnaires and distributed them to four of the Press Clubs that had benefited from the project The media specialist on the team also obtained a few questionnaires from, and had oral discussions with, participants from the Mwanza and Arusha Press Clubs Important documents relating to the training needs of the Tanzanian media were reviewed (see Annex C)

The team reviewed project files in USAID and was able to obtain some files from the USIS PASA group At the time of the evaluation, the PASA files were located in three different locations and were not readily accessible However, the PASA group leader and the administrative assistant, when they finished their short term contract with USAID on October 15th, were usually able to locate specific information requested by the team

E-mails, with an invitation to comment on certain questions from the DA team's statement of work, were sent to the two Public Affairs Officers who headed USIS during the life of the project, the current USAID Director (who was in the U S during the team's work), and the USAID Project Officer responsible for backstopping the project for the first year and a half of project activity Only the first PAO responded

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## II. ALTERNATIVE DISPUTE RESOLUTION

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### A. ACTIVITY BACKGROUND

#### *1 Activity Setting*

As USAID/Tz was developing the TDGI project in 1995, it concluded that the judiciary was an institution that was trying to assert itself to carry out its constitutional mandate to operate independently from the executive branch. This was reflected by a number of landmark decisions made by the court in 1994 and 1995 which were directly opposed to the government and the CCM (ruling party).

Although the court system was ineffective in dispute resolution, with cases taking years to move through the system, the Chief Justice fully understood the need to strengthen the court system and had long been seeking ways to combat the increasing number of undecided cases. Since 1991 the courts had been working on reducing caseloads as part of a general effort to increase public confidence in the rule of law.

In April 1993, Judge Nan Shuker and her (now deceased) husband, Robert Shuker, went to Tanzania to present to the High Court judges the caseload management system and ADR process of the Superior Court of the District of Columbia. In response to the presentation and recommendations made, the Chief Justice decided to implement a new system in his court and appointed judges to a committee headed by Judge Mroso.

The Mroso committee recommended, among other things, using an alternative to litigation — Alternative Dispute Resolution (ADR). Although ADR can include mediation, arbitration, and case evaluation, only mediation was adopted by Tanzania. USIS funded visits to Tanzania by U.S. judges to promote ADR, and USIS/USAID sent four Magistrates from Tanzania to the U.S. to study ADR mechanisms.

In 1994 USIS sponsored two judges from the U.S. to teach ADR to several pilot groups associated with the judiciary. As a result of the success of the seminars, a pilot project was implemented in the High Court in Dar es Salaam and the High Courts in Arusha and Mwanza. The Chief Justice amended the Rules of Civil Procedure in November 1994 to include ADR and to streamline the caseload management system along the lines discussed by the Judges Shuker in 1993.

It was envisioned by the Chief Justice that the USAID/USIS activity would assist the Tanzanian judiciary to introduce ADR throughout the court system of Tanzania. In anticipation of this, a pilot scheme was established in three zones of the judiciary, and Kisumu court was designated as a training court. Depending upon the success of the introductory phase, USAID/USIS was expected to assist the Tanzanian judiciary to prepare itself for implementation of ADR throughout the country on a self-sustainable basis, e.g., through country-wide ADR training to be undertaken by a core group of judges and magistrates specifically trained in the U.S. for the task.

## 2. *USAID's Response and Planned Results*

According to the USAID Project Paper for the TDGI project, USAID planned to help the Tanzanian judiciary extend ADR to the next lower level of the court system. As a prerequisite to initiating assistance for this purpose, it was planned to evaluate the pilot project for ADR then in process and to incorporate the findings into the design of a significant training program. Concurrent with the evaluation, the American Bar Association film on ADR would be adapted and dubbed or re-produced in Swahili.

It was planned, per the Project Paper, to train the following groups in the use of ADR: 1) Judges and Registrars of the High Courts, 2) Magistrates at the Regional and District Court levels, and 3) Attorneys. Such training was projected for about 500 people for use in at least five regions of the country. In addition to the ADR training, it was planned to develop and implement a filing system for court clerks to track the resolution of disputes through ADR.

Because attorneys would also need to know how to use ADR and to have confidence in the system, two types of ADR training for attorneys were planned. The first would be for attorneys who were already practicing law. U.S. materials on ADR were to be adapted and distributed among attorneys, probably through the Bar association in order to ensure that the materials were available to all members of the Bar. The significant percentage of attorneys who were female would be targeted for the training so that they would have an opportunity to have business clients, the group most expected to make use of ADR. With a secure income source from business clients, it was anticipated that the women lawyers would be able to continue their practice of providing legal aid to disadvantaged groups.

The second type of attorney training would be for future lawyers. A unit on ADR would be developed for a course to be taught by the Law Faculty of the University of Dar es Salaam, the only law school in Tanzania at the time that was graduating lawyers with a Bachelor of Laws (LL.B.).

It was assumed that the following positive democratic governance effects would result from supporting ADR in the Tanzanian situation then existing:

- Problems which require judicial solutions would be much more quickly resolved because 1) widespread use of ADR would result in a significant drop in cases going to trial, and 2) those requiring adjudication would be resolved more quickly because the overall workload would have been reduced.
- ▶ Significantly more support would emerge for the judicial system as disputes were resolved much more quickly and with less adversarial behavior. Since fewer cases would need to go to court, and thus not be subject to numerous steps involving the discretion of judicial authorities, opportunities and demands for illegal and corrupt side-payments would be reduced as well.
- ▶ The spread of ADR, with the training and resources it would bring to the professional judiciary and eventually to the broader legal community, was expected to reinforce and help strengthen the position of the actors in a leading sector in the promotion of democracy and rule of law in Tanzania.

In the Logical Framework (Logframe) of the original Project Paper, the End of Project Status indicator for the Alternative Dispute Resolution (ADR) component was

"Use of ADR in at least 5 regions of Tanzania"

The following Project Outputs were cited in the Logframe as needed to achieve the foregoing

- ▶ 500 judges, magistrates and registrars trained in ADR
- ▶ All attorneys have access to "ADR for Attorneys" materials
- ▶ ADR taught in the law school

To implement the project, USAID signed a PASA with USIS on December 20, 1995. The Scope of Work of the PASA incorporated the above implementation plan from the Project Paper.

The TDGI project was initiated to implement USAID/Tz's new Strategic Objective No. 4 (SO-4) Improved Democratic Governance. Target 4.1 of the SO was to "Strengthen Basic Institutions of Democratic Governance." Target 4.1.1 was to Improve Administration of the National Court System.

In 1996, the SO number and purpose were modified to become SO-3 Foundation for the Transition to Democratic Governance Established. The relevant Intermediate Result under the new SO was IR 3.1 — Access to Justice Improved. Three indicators were established:

3.1.1	Civil delay reduction (in numbers of months)
3.1.2	Courts possessing written legal code/copies of laws
3.1.3	Disputes resolved through alternative dispute resolution (as a percentage of all cases settled)

Some time prior to the USAID's March 1998 submission of its R-4 report (FY 2000 Results Review/Resources Request) the indicators had been reduced to one: "Number of cases settled through ADR." The targets were to move from zero in the base year of 1995 to:

1996	50
1997	87
1998	100
1999	113

## **B. ACTIVITY DEVELOPMENTS AND ACHIEVEMENTS**

### ***1 Gaining Acceptance of ADR in Tanzania***

Due in part to the activities of the project, the acceptance of ADR in Tanzania has been quite good. Partially motivated no doubt by Chief Justice Nyalali's strong support, most of the judges and magistrates are mediating their cases diligently in the six pilot courts. Probably largely because of the consistency of mediation with tribal dispute resolution traditions, the public response to this new judicial dimension has been positive. The group that was most resistant to the new judicial procedure was the private Bar — but even that resistance has been diminishing.

Given the Chief Justice's clear and unequivocal mandate that ADR be implemented in the six pilot courts, it is not surprising that the Judiciary has embraced mediation as an alternative to formal litigation. As will be described below, judicial implementation of ADR has not been without its

problems — but for the vast majority of judges/magistrates lack of commitment to the concept has not been one of them

Nor is the public's positive response surprising. As the Chief Justice said to the Evaluation Team, "In Africa, justice is a healing process." The imposition of the common law's adversarial, winner-take-all approach to justice earlier this century did not lessen the Tanzanians' appreciation for harmony and amity in their daily lives, including in the settlement of disputes. This type of dispute resolution focuses on forgiveness and reconciliation.

On the other hand, the fact that harmonious dispute resolution is the method of choice of most Tanzanians also means that in many cases they will feel that they exhausted that remedy before filing their case in court. Thus, the most common complaint about mandatory mediation in the six pilot courts was that it was seen as redundant and therefore a waste of time.

The resistance of the private Bar is both more complex and simpler. In the simplest of terms the issue is money. Initially the Tanzanian Bar saw that cases settled by mediation would do so more rapidly than through litigation, which would result in a reduction in the fees attorneys could collect. In some cases the client would have already paid the attorney an estimated fee, part of which would have to be returned if the case settled through mediation.

Attorneys handling mediation cases in the U.S. were brought to Tanzania to ameliorate the Bar's resistance. They pointed out that with shorter cases, attorneys can handle more of them and in that way make up for the pecuniary loss in individual cases. In addition, practicing Tanzanian attorneys were involved in the ADR trainings sponsored by the project as a means of educating them about the process and thereby reducing their resistance. These measures seem to have reduced, but not totally eliminated, the opposition of private attorneys to the mandatory court-annexed mediation.

Some attorneys echoed to the Evaluation Team the complaint mentioned above — that in most cases informal mediation will already have occurred before the case is filed. In this view mandatory court-annexed mediation is redundant and a waste of time.

The Chief Justice believes that the complaint that mandatory court-annexed mediation is redundant is due to ignorance about the difference between traditional and modern practices of mediation professionalism. Whereas the latter is more professional and efficient, the former is less so. This means that cases that fail to mediate under traditional methods still stand a good chance of settlement under professional practices, as it happened in a land case settled by Justice Mroso at the Arusha High Court.

In the Evaluation Team's meeting with him on October 28, 1998, the Chief Justice mentioned a mechanism he hopes to establish that would partially respond to the complaint of redundancy. The Judiciary would formally recognize organizations such as the Chamber of Commerce, the Marriage Conciliation Board, and the Permanent Tribunal of Dispute Resolution that are conducting mediation in a reputable fashion. If parties showed they attempted unsuccessfully to settle the case through one of these recognized mechanisms, court-annexed mediation would not be mandatory.

## **2      *Training in ADR***

Project-sponsored training in ADR has taken place both in Tanzania and the U S. In March 1996 Judge Nan Shuker and a team of mediator/trainers trained 25 magistrates and lawyers in ADR techniques in Dar es Salaam, Arusha and Mwanza. In August 1996, Judge Shuker and her team trained 12 magistrates of the Kisutu District Court and 10 lawyers in mediation immediately prior to Tanzania's first Settlement Week (possibly Africa's first Settlement Week). Mediation training at the High Court in Dar es Salaam also took place in February 1998, when 11 judges and 9 lawyers were trained in mediation, 2 of the judges were from Judicial Zones outside Dar es Salaam.

Training in the United States took place in July 1998 when the project sponsored four judges and two magistrates for three weeks of mediation training and training as trainers at the Superior Court in Washington, D C.

In summary, some 73 judges, magistrates and lawyers were trained in ADR in contrast to the Project Paper projection of 500 judges and magistrates and all lawyers having access to "ADR for Attorneys" materials. It appears that the Project Paper targets were not based on discussions with the Chief Justice. Even if the projections had been reasonable, they would have become quickly unrealistic because of the need for the High Court judges to devote a number of months to dealing with election petition cases resulting from the 1995 General Parliamentary Elections. Further, it took longer to implement the pilot program than initially expected.

The training offered locally and in the U S has been very well received. The training has been of a practical, hands-on nature, with emphasis on role plays. Following the formal training, the Tanzanian judges/magistrates got on-the-job training by participating as co-mediators with mediators/trainers from the U S in the mediation of actual cases from the Tanzanian court system. This had the secondary purpose, of course, of resolving cases and thereby reducing backlog.

The Kisutu District Court was designated as a "training court" for ADR in Tanzania. Although the use of this training site for magistrates from outside the Kisutu court has just now started (one magistrate from Kivukoni is being trained in mediation by observing and co-mediating), two new magistrates at Kisutu Court itself have been similarly trained and are now starting to mediate cases on their own. The Principal Resident Magistrate at Kisutu told the evaluation team that in his opinion mediators-in-training should observe/co-mediate 10 cases before they handle cases on their own.

## **3.      *Cases Settled Through Mediation***

The settlement of actual cases through mediation and its public presentation began in March 1996 in conjunction with the ADR training program. At the conclusion of the training sessions in each of the three zones, members of the training team in conjunction with one of the new mediator-trainees, with the consent of the parties, conducted mediations that were open to the public. Since from 10 to 30 people observed the process each time, this served as an excellent means to get the mediation process before the public.

The first major ADR activity took place during Settlement Week at the Kisutu District Court in September 1996. In that week more than 70 cases (out of a total of 140 cases mediated) settled. The practice of setting aside a specific day for mediation (Settlement Day) was begun at the Kisutu Court October 31, 1996 and became a regular, weekly practice in late May 1997.

According to a report by Judge Nan Shuker, K Kisutu Settlement Days disposed of 108 cases in 27 Settlement Days between May and December 1997. By making a physical search of the actual case files, the evaluation team has been able to verify only 102 settlements through mediation at the K Kisutu Court during the life of the project. This difference reflects, in part, the definitions used. "disposed of" used by Judge Shuker includes cases that were settled, dismissed or defaulted, while the evaluation team collected data on settlements only. There may also have been cases of misplaced files the team could not locate or the entries in the case files may not have been correct.

Mediation began at the High Court in Dar es Salaam immediately following the mediation training of judges and lawyers in February 1998. The evaluation team has been able to verify 51 cases that were settled in that court's Settlement Week (February 9-12, 1998) in contrast to Judge Shuker's report of 67 cases "disposed of" during Settlement Week. Since then the High Court has held Settlement Days on the first and third Tuesday of each month, and Settlement Weeks are held every few months. Through this process another 23 cases were settled, bringing the total that the team could verify to 74 cases mediated to settlement.

In Arusha, mediation has been taking place since 1995. Settlement Weeks were held at the Arusha High Court in August 1998 and at the District Court at the end of September 1998. Including the cases settled during the two Settlement Weeks, the District Court has settled 21 cases through mediation and the High Court 4 cases.

In total the Evaluation Team was able to identify 197 cases settled through mediation during the life of the project. This compares favorably with a target of 237 foreseen for achievement by the end of 1998 in the March 1998 R-4 report, given that there were still more than two months to go in 1998 when the team collected its data, the team's figures could be somewhat understated because of missing files, and the Bench/Bar Monitoring Committee has not been functioning, and the Chief Justice was out of the country for two months because of illness.

The rate of settlement through the court-annexed mediation program is apparently lower now than at the beginning of the project. The reasons for this reduction appear to be as follows:

- ▶ The rate of settlement during the initial Settlement Weeks was probably artificially high because 1) the cases chosen for mediation were old and hence more ripe for settlement, and 2) the trainers/mediators from the U S , who participated as co-mediators during the Settlement Weeks, were both more skilled than the newly trained Tanzanians and able to spend many more hours to induce a settlement than the Tanzanian judges and magistrates can normally afford.
- ▶ Some of the judges and magistrates that were trained in mediation have been transferred to courts where the pilot ADR program is not yet operating. The team was told that in Mwanza, for example, only one of the five High Court judges trained in ADR is still there, fortunately, another judge with mediation training replaced one of the mediation judges transferred. In Arusha, of the four judges trained, only one remains — he is the only High Court judge in Arusha doing mediation. The K Kisutu District Court has lost five of the magistrates trained in mediation in 1996.

Transfers of personnel will cease to be a disruptive factor when ADR training is extended to all courts in the coming months through the efforts of the judges and magistrates trained recently in the U S for that purpose.

- ▶ The courts lack funds for paper and transport, both being essential to the notification of parties about their scheduled mediations
- ▶ The level of attendance of attorneys at ADR sessions is probably less now than during well-advertised Settlement Weeks

Because Settlement Weeks received so much attention throughout the court and the country, lawyers were careful to attend. In addition, other judicial officers cancelled proceedings if they conflicted with an attorney's need to be in mediation.

The Chief Justice feels that the current low rates in mediation settlements are attributable to the inability of the Bench-Bar Monitoring Committee to meet regularly to discuss and suggest solutions to implementation problems. The committee, comprising members of the Bench and Bar under the chairmanship of Justice Mroso, has not been able to meet because of non-availability of funds.

#### **4      *Consumer Satisfaction with ADR***

The most comprehensive survey of consumer satisfaction with the mediation process was done in January 1997, it covers the mediation that occurred during the September 1996 Settlement Week at the Kısutu Court. The survey reflects the views of approximately half of the parties involved in the 140 cases that were mediated that week. Ninety six per cent of those surveyed were satisfied with the mediation process, only two respondents felt their settlements were unfair. Eighty two per cent of the September settlements were being faithfully carried out.

All the respondents believed that mediation should continue, the reasons given included: it saves time and embarrassment, it is less costly, it addresses the merits and is more just, it reduces judicial workload, it is in the public interest, it reduces the possibility of corruption, and it leads to amity. In general, the survey found the parties to be amazed that old, festering cases could be settled in a spirit of friendship.

One problem with the survey, which is symptomatic of a more general problem to be addressed in the section of this report on Case Management, is that many of the parties to the mediation could not be found — in large part because their files had been lost or misplaced.

A survey of user satisfaction was also carried out at the end of Settlement Week at the High Court. The 13 parties and 27 lawyers responding to the survey were all totally satisfied with their experience in mediation.

#### **5.      *Data Collection***

The problems associated with data collection on the number of cases mediated and settled will be dealt with more comprehensively in the section of the report dealing with Case Management. One related point needs to be made here. In spite of the fact that the User Survey Packet is part of the 1994 Manual for the Introduction of ADR in Tanzania, and the ADR Registry Officers are called upon in the manual to monitor the packet's use, the packet has rarely been used. In the Kısutu Court, for example, in a physical search of the files of 80 cases that were settled by mediation, only 4 cases were found where the forms were used.

This glaring omission severely impedes an effective evaluation of the impact of the ADR program. The Chief Justice has responded that the problem of non-use of user survey reports in the mediation process would have been identified and rectified by the Bench/Bar Monitoring Committee much earlier if that Committee would have had the necessary funding from USAID/USIS to operate. USAID has responded that it was not aware of any request for funding for the Mroso Committee. The former head of USIS acknowledges that some USIS funding was provided to the Committee early on.

Judge Nan Shuker suggests that there are probably some more basic problems relating to the collection of user satisfaction data. Part of the problem may be that, as judicial officers, the judges and magistrates are not comfortable with asking parties to evaluate their performance. These forms are supposed to be confidential and never to be placed in the court file, but that is where they are usually placed. Therefore, the mediator has to remove them from the court file. Another problem noted was that, due to lack of paper, the mediators frequently used the user evaluation forms for notetaking.

Perhaps the most serious problem is the lack of a managerial system for collecting the forms. If the system worked the way it was envisioned and planned, the forms would be collected after each mediation by the Registrar of that court. If this were done, since the Registrar is in charge of scheduling and notice, the Registrar would immediately be aware that the forms had not been completed. However, due to resistance by the Registrars to administratively supervise the judicial officers, and possibly because those officers do not want the Registrars to read their evaluations, this is not done. Therefore, there is no system and, therefore, no accountability. This points to a greater problem: the lack of professional administrators and administrative systems and procedures in the courts.

## **6. Problems Encountered**

Several of the important problems encountered have already been mentioned:

- ▶ the initial resistance of the practicing Bar to ADR,
- ▶ the perception that mediation already has occurred before the case is filed, and court-annexed mediation in the six pilot courts is therefore a waste of time,
- ▶ the transfers of judges/mediators trained in ADR to courts where it is not being applied,
- ▶ the lack of funds for paper and transport so that timely notification to parties can occur, and
- ▶ the lack of effective data collection on user-satisfaction.

Another problem impeding the implementation of the court-annexed mediation program is the frequency with which cases have to be continued because of the non-appearance of one of the attorneys or their appearance with inadequate authority to settle the case. Because of the small number of attorneys in Tanzania (approximately 400), they have very large caseloads and frequently are scheduled to appear in more than one court at the same time. Judges and magistrates are reported to be quite lenient in either 1) granting a continuance in cases where this occurs, or 2) after initially awarding a default judgment for the plaintiff (if the defendant does not appear) or dismissing the case (if the plaintiff does not appear), reopening the case when a petition for reconsideration is filed.



Finally, there is a perception among some Tanzanians that to accept mediation is to admit that your case is weak. This attitude has probably had a negative impact upon the frequency with which cases have been mediated. Judge Shuker points out that this was a problem in her court until mediation became mandatory for all cases.

The Chief Justice has commented that these problems would have been identified and addressed already had the Bench/Bar Monitoring Committee been able to operate as expected.

## **7 *Planned Activities That Did Not Occur***

Two activities that were foreseen in the preliminary documentation of the project were apparently not carried out:

- a) the translation/dubbing into Swahili of the American Bar Association video on ADR, and
- b) providing the University of Dar es Salaam Faculty of Law with materials on ADR that could be incorporated into its curriculum.

This appears to have been an oversight, at least on the U.S. side because no mention is made of these activities in any quarterly progress reports. It is not clear that these activities were ever discussed with the Tanzanian judiciary. In any case, the Chief Justice points out that these omissions could have been identified and addressed if the Bench/Bar Monitoring Committee had been able to function.

## **8. *Observation of a Mediation at Kisutu District Court***

On October 29, 1998 a member of the Evaluation Team attended a mediation at Kisutu Court conducted by a Resident Magistrate. Assisting was another Resident Magistrate who is learning mediation by co-mediating cases. Most of the mediation was in Swahili, a Tanzanian law school graduate translated the proceedings for the member of the evaluation team.

The case was one of personal injury arising from assault and battery. The plaintiff's initial claim was for 9,000,000 Tsh. The defendant counterclaimed for 10,000,000 Tsh, based on a claim of alienation of affection. After two hours and a half of mediation, the parties agreed to settle the case with the defendant paying the plaintiff 100,000 Tsh.

The mediator handled the case well. Initially, the mediation process was explained to the parties. Then the parties (through their respective attorneys) had ample opportunity to present their cases. Following that, the mediator caucused with each side to discuss the issues and possible avenues for settling the case. During this process there was a brief recess while one of the parties consulted with her father. Finally the parties were brought back together and the mediator facilitated the settlement. The mediator appeared to treat the parties impartially.

The magistrate cum mediator directed the process. Almost all of the communications between the two sides occurred through the mediator. What little direct communication there was between the two sides happened through the attorneys.

Immediately following the mediation, both attorneys and one of the parties completed and gave to the Registry Official in charge of monitoring ADR the "Mediator Survey User Form", the other party said

she would do so later. The three forms turned in indicated that the attorneys and the party were very satisfied with the process.

## C. CONCLUSIONS

### 1 *Impact of Activity*

One of the principal impacts of the project has been the acceptance level of ADR among Tanzanian lawyers and the general public. As explained in greater detail in Section B above, the project was instrumental in reducing the opposition of the Tanzanian Bar to ADR by involving lawyers in ADR training, and by helping them to see that ADR does not necessarily lead to a reduction of attorney income.

Although this has not been measured, it is likely that public attitudes toward ADR have improved as a result of favorable press coverage of ADR events sponsored by the project (Settlement Weeks, training events, etc.). The overwhelmingly positive response in the Consumer Surveys that were carried out in January 1997 (Kisumu) and February 1998 (High Court) indicates that at least a small, but directly involved, segment of the public had a very favorable attitude toward ADR. It is reasonable to assume that some of this positive feeling has been communicated to friends and associates by the respondents in the surveys.

It is worth noting that the impact of the project has apparently been felt beyond Tanzania. Partially as a result of a conference of Chief Justices from East and Central African countries in Dar es Salaam, which occurred immediately prior to the High Court Settlement Week in February 1998, neighboring countries are apparently watching ADR developments in Tanzania closely.

Unfortunately, due to inadequate record-keeping during the life of the project, it is impossible to assess the project's impact on either 1) the size of the pending caseload in the courts in question, or 2) the average delay in the processing of cases. As far as the evaluation team could determine, the records were not even being kept manually.

The only judicial procedural change to which the project contributed was the institutionalization of Settlement Weeks and Settlement Days at the six pilot courts. The court system's procedures were already modified to incorporate ADR before the project began. There have been no significant changes in court structure as a result of the project.

### 2 *Lessons Learned*

The evaluation team continually heard reference to the fact that there is a strong tradition in Tanzania (and in most of Africa) of settling disputes amicably. This has implications for future project designers in two ways:

- ▶ projects that support the amicable resolution of disputes are likely to be well received in Africa,
- ▶ care must be taken to avoid the project being perceived as redundant, i.e., duplicating or overlapping with the alternative dispute resolution methods that are already being utilized. This suggests the importance of a good public relations program so that the general public and

attorneys will have the same perception as that of the Chief Justice — court-annexed mediation is more professional and more efficient

Another lesson re-learned poignantly is the importance of effective project monitoring and record-keeping. Because these two aspects of project management were not adequately handled, it is impossible for the evaluation team to make quantitative judgments on project effectiveness. In particular, measurement of two of the higher level indicators — reduction in case backlog, reduction in case processing time — cannot be accomplished in even the most rudimentary way. Adequate records were not being kept at the operational level, and neither of the two sponsoring agencies — USIS and USAID — were sufficiently involved to identify and rectify the problem.

This activity also demonstrated the importance of involving the local Bar early in Rule of Law projects. Some Tanzanian lawyers expressed the view that ADR is a foreign import, brought in by the Chief Justice with the help of USAID, with little or no consultation outside the Judiciary. Since activities have been undertaken to involve the Bar (mediation training for attorneys and the establishment of the Bench/Bar Monitoring Committee) and meetings with the bar were always an important part of each of the training programs, it may be that this position is put forward by those who are opposed to ADR for a quite different reason. ADR effectively closes the doors to corrupt practices in the judicial process because of ADR transparency and the involvement of the parties in the settlement of their controversy.

This anti-ADR position again points to the importance of an effective, functioning Bench/Bar Monitoring Committee which could determine which criticisms of ADR are legitimate and could deal with any legitimate misconceptions of ADR's role and processes.

In projects where new legal forms (in this case, ADR) are being introduced, the country's major law school(s) need to be involved early on. Since they will train the future lawyers who will work with the new forms, it is important for the long term success of the program that the law schools be kept abreast of the changes and assisted, as necessary, in making adjustments to their curriculum. This was planned, according to the Project Paper, but was not implemented. The Chief Justice commented that the involvement of the law school is not a pre-requisite for the introduction or implementation of ADR in the country, but such involvement is necessary to ensure that ADR is sustainable in the long term.

A very positive lesson re-learned in this project is the importance of hands-on training when a new skill is being taught. The success of this project depended upon that kind of training being done well. Experiential training was definitely indicated, and it apparently worked well.

Another training lesson learned is the desirability of retaining trained personnel in situations where they can use their training. There are many reasons that a judge or magistrate trained in ADR might have to be transferred, however, the fact that a transfer might prevent him or her from using the newly acquired skill should be weighed heavily before a transfer is made.

From this project we re-learn the necessity of adequate funding for the institution where the project is to take place. In this case the Judiciary's funding from the central government is such that courts often do not have the most basic tools and are unable to provide the most basic services — paper for summonses and judgments, money for bus fare for the servers of judicial processes. If USAID sees such a situation in an institution it proposes to assist, it should make its assistance conditional upon

an increased level of support from the host government. The Chief Justice has stated that he is expecting additional budgetary resources to be provided.

### 3 *Needed Next Steps*

The Tanzanian Judiciary is committed to expanding court-annexed mediation to the rest of the country at the High Court and District Court levels. USAID already has supported this expansion by providing a 3-week Training of Trainers experience in the U.S. for four Judges and two Magistrates. Those six individuals have recently returned, full of ideas and enthusiasm for the training of their colleagues around the country in ADR. While the pilot project has been only a modest success, the experience gained has prepared the court to go forward. The effort needs to go forward now or its contribution will be sorely diminished.

The evaluation team supports this effort. ADR usually results in higher compliance rates, settlements that endure, and reconciliation of the parties as well as providing more transparency and faster results. While the foregoing statement is based primarily on the experience of the team in the U.S. and readings about ADR results, there is also some Tanzanian research that bears on the matter.

In early 1997 a survey was made of 50 percent of the 70+ cases that were mediated to settlement during the September 1996 Settlement Week at Kisiutu. This survey showed 82 percent of the settlements were being carried out, and that only 2 percent of those surveyed (presumably both plaintiffs and defendants) felt that the mediated settlements were unfair. An unquantified conclusion of the survey was that the participants were generally amazed that their (often ancient) cases could be resolved in friendship.

While the team supports going forward with the expansion of ADR to the hinterland, it believes that this needs to be accompanied by some other actions. First, the record-keeping of cases mediated needs improvement urgently — see section III below which deals with case management. Second, the use of the Mediator User Survey Form needs to be strengthened, in conjunction with a modification of the User Survey Packet. Only with these changes will it be possible to measure the effectiveness of ADR in the future.

USAID needs to improve its monitoring of what is happening in the field, particularly as the program expands. It cannot afford not to know, for example, that key data elements are not being collected. While the options for structuring USAID's overall project management will be discussed in Section V, it is appropriate to point out the minimum needs to assure adequate support to, and be able to monitor the results of, the Judiciary's expansion of the ADR activity.

- ▶ arranging for periodic short-term visits by ADR consultants (preferably continuing with those who are familiar with the Tanzanian ADR development effort) and by ADP specialists (from contractors/grantees or from USAID/Washington), and
- ▶ ensuring the effectiveness of the Bench/Bar Monitoring Committee, receiving regular reports from the Committee, and holding joint USAID/Judiciary meetings with the Committee (and other donors which support the Judiciary's improvement program)

There have been some discussions about introducing ADR in criminal cases. While this is desirable in the longer term, the evaluation team suggests that this be postponed until after ADR is fully

operational countrywide in civil cases. In addition to the added burden it will put on court personnel, there may be some resistance based on the complaint that mediation is being too "soft on crime." That may lessen if civil case ADR is perceived as successful throughout the court system. It also makes sense to focus initially on the civil side because that is where the money is and, we suspect, most of the corruption.

Ultimately, the Tanzanian justice system should not rely upon sitting judges and magistrates to conduct mediation — in the long run the system cannot afford to have its best-trained professionals spending precious time mediating cases, many of which have little or no legal significance. In addition, it is very difficult for sitting judges and magistrates to change back and forth between their authoritative, decision-making role of judge/magistrate and the more facilitative, less directive role of mediator.

For these reasons other groups should be called upon for mediation, e.g., retired judges/magistrates, lawyers, psychologists, social workers, etc. Unlike sitting judges and magistrates, who are Government employees, these groups will need to be paid something for the time that they spend mediating. Since it is unlikely that the Government of Tanzania will be able to pay them, the parties themselves will probably have to pay a fee for the mediation services.

One possibility would be to initiate a small fee-for-service activity in the court-annexed mediation program as it expands. However, the Chief Justice does not concur in this approach. He has stated that "court-annexed ADR would only cease when the problem disappears from the courts. This could happen, sometime in the future, when community-based ADR becomes well established and effectively reduces the flow of non-legal cases into the courts."

Given the Chief Justice's position, it would be appropriate and timely for USAID (and/or other donors), with concurrence of the Chief Justice and in coordination with his office, to assist in the establishment of a court-sanctioned mediation program administered by Civil Society Organizations (CSOs), such as the Legal and Human Rights Center or the Permanent Tribunal for Dispute Resolution, who would hire the mediators and organize the mediations. This would be consistent with the "conflict resolution" aspects of USAID's Strategic Objective and would, over time, lessen the ADR load on the courts. Furthermore, if established in the next few years, it could be the agent by which court-sanctioned mediation is introduced into the criminal justice system, i.e., judges and magistrates would not have to become mediators in the criminal cases.

To avoid taxing Judiciary resources, it would be necessary to charge a fee for service. Because the fee might need to be more than would be paid for court mediation, the team suggests that USAID be prepared to subsidize the effort initially, phasing out its support as the fees charged the users are introduced and gradually increased to cover all costs, with the effort thus becoming self-sustaining.

The team believes that a model court-sanctioned mediation by CSOs should concentrate initially on the civil side. This would have the virtue of hastening the day when the judges can return to being the decision-makers they were trained to be. Eventually, some CSOs might specialize in civil cases and some in criminal cases. When mediation is well accepted, arbitration could also be introduced.

## D. RECOMENDATIONS

- 1 USAID should continue (subject to Recommendation 2) to support the Judiciary's ADR program by helping to fund the training that will enable ADR to be implemented throughout the country in the High Courts and the District Courts
- 2 The following actions should be discussed with the Judiciary and agreed upon before USAID financially supports the expansion
  - a steps (as discussed in Section III below) will be taken to ensure that adequate caseflow and case settlement information on ADR activity will be available for determining its rate of success,
  - b the User Survey Packets will be modified (see 3 below) and translated into Swahili, and procedures will be established to ensure that the packets are filled out after each mediation and placed in a special file,
  - c the Bench/Bar Monitoring Committee will present a plan of action (with budget) for monitoring the ADR program during the expansion, and USAID will ensure that the Committee will have the resources to implement the plan, and
  - d the Kisutu Court will provide regular, on-the-job mediation training for magistrates from other courts in Dar es Salaam until the training that will be part of the nationwide expansion of ADR has covered all magistrates, similarly, the Dar es Salaam zone of the High Court should serve in a similar capacity for High Court judges
- 3 As a part of Recommendation 2 b , the following modifications in the Mediator User Survey Form, which is a part of the ADR User Survey Packets, should be made
  - ▶ Translate the form into Swahili and make it available to parties in both languages — English and Swahili
  - ▶ Change the title to MEDIATION (instead of Mediator) User Survey Form
  - ▶ Include a statement to the effect that the results of the survey will be confidential — in the sense that individual mediators/judges will not have access to data supplied by the individual parties/litigants or their advocates
  - ▶ Include in the instructions that the survey must be filled out and handed in by both parties and their advocates immediately after the mediation to the Court Registrar

Currently, the form for the parties is not clear that this must be done immediately
  - ▶ Redesign the form, making the focus the overall mediation, rather than the performance of the mediator

Currently, the advocates' form asks six questions, the thrust of all but one of which are an evaluation of the mediator's performance, and the parties' form asks eight questions, and all but one of them have the same thrust

- ▶ The parties' form, as in the case with the form for advocates, should ask for the type of case — contract, personal injury, etc
  - The amount of money (if any) in dispute should be requested on both forms
- 4 The Chief Justice should be encouraged to establish procedures (with an enforcement mechanism) to provide for uniformity among judges and magistrates regarding the sanctions to be imposed on non-appearing attorneys and attorneys who appear but without appropriate authority
  - 5 In relation to 4, USAID should fund several meetings between the bar, the bench and major court litigants, such as Attorneys General, Chambers, large banks, and other large corporations, to deal with the problem of attorneys not having authority to settle cases
  - 6 A packet of information regarding ADR and how it might be incorporated into a Law School curriculum should be presented to the Dean of the Law School of the University of Dar es Salaam

This should be the beginning of regular contacts between USAID and the Law School focussing on ADR and other USAID Democracy and Governance activities

- 7 In relation to 6 , USAID should also encourage a meeting between the Chief Justice and the Dean of the Law School with Judge Nan Shuker during her next visit to Tanzania to discuss the possibility of a clinical approach to introducing mediation into the law school curriculum

In general terms, this might involve

- a training third year law students in mediation and their role as advocates in mediation, and
- b then, under good supervision, allowing them to mediate some District Court cases, for which they would receive a small amount of academic credit

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### III. AUTOMATED CASE MANAGEMENT ACTIVITIES

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#### A. ACTIVITY BACKGROUND

Automated case management was not discussed or planned in the Project Paper, thus, no Outputs or Anticipated Results were projected. This probably reflects the fact that caseload management techniques had already been introduced into the court by the Chief Justice in November 1994 and it was assumed that no project support was needed.

The decision to include case management as a part of the ADR component came about as a result of not being able to generate data which would indicate the magnitude of ADR activity in relation to total civil caseloads and the relative success of ADR in settling cases. The decision to incorporate automated case management in the PASA activity followed the recommendation of Judge Nan Shuker to the Chief Justice and the PAO in October 1996.

#### B. ACTIVITY DEVELOPMENTS AND ACHIEVEMENTS

To put the PASA-supported caseload management effort in perspective, it is helpful to review some of the prior automation efforts in the judiciary.

A May 1992 report by L G Fumbuka, consultant to the Principal Secretary of the Tanzanian Ministry of Justice, identified the computer system needs of the Tanzanian judiciary and other sectors of the host country government. This report identified potential sources of donor funding for the Tanzanian government's automation efforts at that time, e.g., the World Bank and the Royal Danish Embassy.

Four years later, Lawrence P Webster, the first automation consultant contracted under the PASA, documented that computer equipment, undoubtedly some of the same identified in the 1992 report, was still in use at the Tanzanian Court of Appeals and High Court. Nearing or past obsolescence and in poor repair, most of this equipment had survived years of use without adequate maintenance — indeed, without any court personnel trained or sufficiently knowledgeable in basic maintenance. Yet, almost miraculously, the equipment had remained functional and was still in daily use at the courts.

Webster's efforts succeeded in refurbishing some of the equipment, but he warned in his report that these computers were nearing the end of their useful lives. Webster recommended three areas of concentration for technology development in the High Court and the Court of Appeals: 1) access to legal information, 2) case management, and 3) document generation.

In September 1997, USIS, under the PASA, purchased and installed Novell Networks and computer equipment at the High Court in Dar es Salaam (which also houses the Court of Appeals), and at the Kisumu Resident Magistrate Court. Additional equipment was acquired and donated to the Juvenile Court.



With regard to software development, Mr Webster also installed a system based on Microsoft Access (an off-the-shelf database product) for use at Kısutu Court. The exact date of this installation is unclear, as it is nowhere reflected in project documentation. What is clear from reports generated by the system, which remains in place in Kısutu and was also installed subsequently by Mr Zakayo Lukumay at the High Court, is that September 5, 1996 was the first time the Microsoft Access system was used to record schedulings of ADR mediations.

Despite the subsequent development of a case management system based on sophisticated software given the name "Court" by consultant Larry Petit and a team from the Utah court system, it is the Microsoft Access system which remains in use today, and it is the Microsoft Access system which records and generates the only computerized reports readily available regarding the Tanzanian's efforts to incorporate ADR mediation into their judicial system.

The existing state of record-keeping and system design, however, even for the Microsoft Access system, is inadequate to generate reports regarding the success ratio of mediation attempts, the frequency of continuances (or adjournments as they are called in Tanzanian legal parlance), the scheduled mediations in the Kısutu and High Courts, the degree of satisfaction of participants and their attorneys (advocates), or other information clearly identified as critical in the PASA documentation.

Similarly, the "Court" system installed by the team from the Utah court system, although presumably contracted to meet the need to computerize information regarding the PASA's efforts in ADR, fails to address the essential core objective of documenting the progress of ADR. The "Court" software does, however, capture a large amount of data and generates reports that are useful to the courts.

## **C. CONCLUSIONS**

### ***1 Impact of Activity***

The court administration component of the PASA has introduced valuable technology and organization principles to the Tanzanian judiciary. These principles must be refined and enhanced, however, before even the basic needs of the judiciary can truly be said to have been met.

Both the "Court" software installed under PASA auspices and the previously installed Access system have provided useful tools to the Chief Justice for management purposes and to the justices in handling their cases. Neither system, however, nor the two systems in conjunction, provides the type of ADR management and impact information that presumably was the basis for the installation of the new "Court" system.

Under PASA auspices, court personnel have been given instruction in using the systems so these personnel will be able more easily to absorb additional training when the refining and upgrading of the systems takes place.

## 2. *Lessons Learned*

Before initiating an effort to support the installation of ADR into a court system, there should be a review of caseload management and court administration to ensure that systems exist to track the implementation of the ADR effort and measure its success and its impact on case backlog. A report recommending a number of improvements in court administration was submitted in January 1996 by FAX from USIA to USIS (Caseflow Management in Tanzania — Final Report, by Duane Delaney), the last two pages of which were missing in the copy in USAID files and the one in USIS/PASA files. Most of the report's recommendations have not been implemented or formally made a part of TDGI project activity. Judges Shuker, Leonard and others have worked with the Chief Justice on the issues raised, but no other project support appears to have been provided for court administration activities and USIS reports have not dealt with the issues.

When designing and installing a new automated system, it is essential that personnel at all levels (data inputters to judges to the Chief Justice) be involved in the design and installation process. In the case of the installation of the "Court" software, there is the perception in the Registrar's Office in the High Court that too much time was spent in contact with upper-level authorities within the court system and too little time was spent working with the clerical-level personnel who are responsible for day-to-day operations of the courts at the level on which the software actually functions. This is in spite of the fact that Judge Leonard spent dozens of hours with the civil registry clerks at Kisiutu and the High Court and felt that the software installed reflected the way cases are handled. The team suggests that the amount of training provided to lower level personnel clearly has been inadequate.

To ensure the reliability of an automated caseload management system, an adequate system for management of physical files must be developed and implemented. The latter, and the safeguarding of the automation equipment, requires an adequate physical infrastructure — something that did not and does not exist in a number of Tanzania's courts.

Finally, no court automation effort can succeed without the development of a competent, trained information technology support group within the host institution.

## 3. *Needed Next Steps*

a. In the short term, steps need to be taken to modify one or both of the two automated systems (Court and Access) so that the courts where ADR activities are carried out will be able to generate on a regular basis reports providing the following information:

- ▶ cases sent to mediation by category (both as a raw figure and as a percentage of total caseload),
- ▶ cases in fact mediated,
- ▶ cases mediated to achieve agreement and those that do not achieve agreement,
- ▶ the total amount of time the mediation process took,

- ▶ the success ratio of mediation attempts,
- ▶ the frequency of continuances, and
- ▶ the schedule of mediations in the Kisutu and High Courts

b In conjunction with the expansion of the ADR program to the High Courts and Regional Courts, an expanded ADP effort is needed to extend the results of Next Steps a to those courts. The activities listed below will need to be carried out in order to strengthen the ADP system sufficiently to carry out the needed functions. The expanded ADP effort, in addition to dealing with the shortcomings on ADR reporting, should also deal with any other problems identified by the judges, magistrates and registrar personnel.

- ▶ An Information Technology (IT) "core group" should be formed and trained at the level of the Court of Appeals to provide IT services throughout the Tanzanian judiciary.

As a starting point for the fortification of in-house IT services, adequate documentation of "Court", the program package installed by the Utah developers, must be generated. Because of the time lapse since the development and installation of "Court", and because documentation was apparently not generated at the time "Court" was in development, substantial "reverse engineering" may be required. Some outside technical assistance, assisted by Zakayo Lukumay (the most knowledgeable person in-country on "Courts"), will probably be necessary to do this task.

- ▶ Consideration should be given to migrating the "Court" software from its existing Powerpoint/Sybase foundation to front and back ends that are technically supported in Tanzania.

Full recommendations regarding the options available should be delegated to one or more technical consultants contracted for that purpose.

- ▶ Design sessions involving court personnel and IT consultants should be scheduled over a six-month period.
- ▶ Plans should be made at this point to incorporate case management for criminal caseloads of participating courts into the software, i.e., the court management software should not be limited to civil cases only.

Although it is quite legitimate to limit other project activities to civil cases, it is a mistake to believe that it is cost-effective to mount a computerization project for civil cases only. Incorporation of the criminal caseload can be effected at a fraction of the cost of piecemeal development, if it is done simultaneously with the programming work on the civil caseload.

- ▶ A Court Administration "core group" should be formed and trained at the level of the Court of Appeals to provide Court Administration advice and guidance throughout the Tanzanian judiciary

This "core group" should function as the starting point for the development of a court administration career track. Existing clerical personnel of the caliber of Christina Assara of the Arusha High Court (Civil Clerk in Charge), who have demonstrated aptitude for court administration functions, should be included in the group. Priority should be given to addressing the judiciary's recordkeeping and infrastructure needs. No meaningful progress in any area of court administration can be sustained without addressing these "core" needs of the judiciary.

- ▶ Following design sessions, the existing IT software and hardware should be replaced and/or upgraded to correct design defects
- ▶ A nation-wide manual system of adequate document control/document management should be introduced at the same time that automation upgrades and retraining are being introduced in Dar es Salaam

Existing clerical personnel who have demonstrated aptitude for court administration functions are the types of personnel that should be included in the group selected to effect design and training for this function.

- ▶ Extensive computer familiarization/training courses should be conducted with all of the court personnel who are required to operate the computerized systems

Necessary changes should be introduced in manageable increments, with necessary follow-up and reinforcement at no less than three-month intervals over a period of two years. Court personnel should receive intensive training not only in the court management software, but also in general computer applications knowledge. Some computer training was given by Zakayo Lukumay, but it was not extensive enough.

- ▶ Where necessary, English-language capability of all computer-operations personnel should be enhanced through additional training

English is not only the language of record for the Tanzanian courts above the primary level, it is also the language in which most software is written and the language appearing on most user screens.

- ▶ To ensure the sustainability of the installed hardware and software within the host country institutions, the Chief Justice should upgrade the training of existing IT personnel so they could become the network administrator and back-up administrator of the IT system and form the "core" of the proposed IT group

Mr. Kayola has received partial training in Novell Netware network software, it would be a logical next step to subsidize Mr. Kayola in completing his Novell training, to the point of certification. Backup Novell Netware training should also

be provided to a second employee within the judiciary, e g , Mr Sultani, who should also be trained to the point of certification

c To facilitate the application of ADR and to improve the general functioning of the court, the process for the entry of cases into the court system should be simplified and procedures established to ensure that cases are dealt with more openly and more efficiently. Specific recommendations to this effect are included in the September 1995 report of Duane Delaney which was transmitted to PAO Kiki Munshi January 18, 1996. (A copy of the report is available in USAID and PASA files, minus the last two pages.) Implementation of the recommendations in the report, some of which were made earlier by Judges Shuker and later by Judge Leonard, would contribute significantly to reducing case backlogs and increasing transparency in the system. The Chief Justice could establish a task force of retired and active judges, attorneys and court administration personnel to assist him in implementing the recommendations of Delaney and others.

d Concurrent with the implementation of the previous three "next steps", court document management and infrastructure problems should be addressed. Such up-grading should be synchronized with and precede the introduction of automated systems in the individual courts. Current physical conditions in the court preclude proper storing and filing of case files and require personnel to operate in extremely inefficient circumstances.

The team believes that activities a and c can be carried out by the Chief Justice with limited outside support. Activity b, however, will require outside assistance in terms of technical assistance and equipment. Activity d will require increased budgetary allocations from the GOT and possibly some outside support.

## **D. RECOMMENDATIONS**

- 1 That USAID contract for a team to help carry out Next Steps a above and prepare a plan and budget for carrying out Next Steps b
- 2 That USAID and the Chief Justice seek to involve other donors in funding the implementation of Next Steps b after a plan has been prepared
- 3 That a commitment by the Chief Justice to implement Next Steps c and d, with financial support from the GOT, should be a precondition for USAID support for the implementation of Next Steps b

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## IV. MEDIA ACTIVITIES

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### A. ACTIVITY BACKGROUND

#### 1. *Activity Setting*

During 1994 and 1995 a new atmosphere of freedom was emerging. Although a number of repressive and seemingly unconstitutional laws remained on the books, Tanzanians were no longer as afraid of government oppression as they had been just a short period before. One sign of this was the emergence of a host of independent newspapers — nearly 50 were registered in 1995, 5 of which were dailies.

While the foregoing air of freedom was also evidenced by some actions by the judiciary and the legislature and the growing dynamism of civil society, civil society had not yet articulated its demands in the area of public policy. Neither was it able to monitor government performance on behalf of its citizenry. The lack of government transparency and its unwillingness to respond to societal pressures constrained the extent to which civil society could engage the government in pressing for policy change. Only the media showed significant progress in linking people to government through the provision of vital information and through its monitoring and questioning role.

The bolder newspapers were exposing scandals implicating government officials in the case of illegal land sales, the president's misuse of funds at the 1992 UN Environment conference, and violations of the Open General License. Other papers preferred to push for greater political openness by showing major discrepancies in approaches to the market system, trying to give legitimacy to opposition parties, exposing unnecessary CCM (ruling party) force, and exposing the systemic bases of corruption and fundamental weaknesses of the system.

Even the media, however, had its limits and weaknesses. Many journalists (and burgeoning numbers of would-be journalists) had little, if any, training in journalism. The best trained had studied for two years at the post-secondary School of Journalism. The School was graduating only 30 students a year, and most of them returned to their former employment in government and party institutions. Furthermore, the teachers at the School admitted that training provided there was inadequate. At the time, few journalists had been exposed to foreign media.

While the press had seen the most change by 1995, the fate of radio was recognized as being at least as important as that of the press. Radio was the single most important vehicle of mass communication, reaching 30-50 percent of the population over 15 years of age. There were three independent radio stations in 1995. There were also numerous new efforts to establish community radio stations.

The privately-owned CTN was the first television (TV) station to be granted a license to operate on the mainland, it began broadcasting in 1994. DTV and ITV had started broadcasting by 1995.

TV's reach was about 150,000 sets belonging primarily to the elites and business people in Dar es Salaam

Radio and TV journalists suffered from the same lack of training as their press counterparts. Thus, journalistic standards generally in Tanzania were uniformly low. Articles and reports about issues that should be communicated to the reader/listener/viewer in clear, easily understood terms were often presented in a confusing, technically inept fashion. This hindered the role that Tanzania's media could play in fostering accountability and transparency in public affairs.

## **2. *USAID's Response and Planned Results***

Analyses undertaken for USAID/Tz in the process of developing the TDGI project indicated that there was an urgent need for improving journalists' skills, and USAID/Tz decided to assist in meeting this immediate need. Long-term development of the School of Journalism was considered beyond the scope of the project, it would provide short-term journalism training for members of the press, radio and television.

Training was to be conducted through a series of seminars for middle level journalists held at various sites around the country. The training goals were to improve the journalists' knowledge of democratic governance principles and institutions and their specific journalistic skills to report on an increasingly competitive and democratic political system. The strategy for the training to be employed contained three working principles:

- ▶ provide training on the coverage of issues of most immediate salience to reporters and editors so that they could quickly make use of the knowledge and skills acquired,
- ▶ improve the skills and knowledge of journalists in regions outside the capital and of lower-level journalists (middle-level reporters), not just editors and the most highly trained, and
- ▶ deepen the understanding of democratic politics and institutions so that reporting could be more informed and informative, thereby assisting readers to make more informed choices.

The training sessions were to be led by a two-person team composed of one American and one Tanzanian. It was planned to have the Tanzanian trainer for the first three workshops drawn from the faculty of the University of Dar es Salaam (UDS) and the Tanzanian trainer for the next four workshops to come from the faculty of one of the journalism training institutes, such as the Nyegezi Social Training Institute. At least four Tanzanians were to have experience as trainers by the end of the TDGI project. The seminars were to cover the following topics:

- ▶ **Civic Education** potential topics include elections, electoral systems, political parties, the roles and responsibilities of elected officials, and the role of the constitution
- ▶ **Journalists and Political Parties** this seminar was to examine the interaction between political parties and journalists

- ▶ **Law and the Legal System** possible topics were the role of law in society (including the structure of the Tanzanian legal system), how courts function, and reporting on legal issues. The ethics of covering legal issues would also be included.
- ▶ **Editorials vs Articles**
- ▶ **Obtaining information** sources and techniques for obtaining information, the necessity, and methods, of substantiating rumors or facts
- ▶ **Interviews and Interview Techniques**
- ▶ **Economic Reporting** both basic economic concepts and business reporting were to be addressed

The training was to be held in several cities. To ensure greater institutional impact, the seminars were to be held at the facilities of local Press Clubs, on the premises of newspaper, TV or radio stations, or at the Tanzania School of Journalism. Because the Dar es Salaam staff of the Daily News was about 50 percent women and a women's media organization was based in the city, the seminars in Dar es Salaam were to target women participants. Efforts were to be made to include both journalists on staff and those who were independent. It was expected that some 140 or more individuals would participate, with most attending several sessions.

The TDGI project was undertaken in support of USAID/Tz's new Strategic Objective No. 4 Improved Democratic Governance. Target 4.1 of the SO was Strengthen Basic Institutions of Democratic Governance. Sub-target 4.1.2 was to Improve Quality of Print and Broadcast Media Reporting.

In the Logical Framework (Logframe) in the Project Paper, the End of Project Status indicator for achieving the Project Purpose was "Newspaper articles on democracy and governance (DG), economics and legal issues are clear and logical." The Project Outputs were 1) 142 attendees at media seminars, and 2) 4 Tanzanians assist in leading media seminars.

In 1996, the SO number and purpose were modified to become SO-3 Foundation for the Transition to Democratic Governance Established. Intermediate Result (IR) 3.4 applied to the media. Selected media become more responsive and responsible. The following sub-targets were established:

- 3.4.1 Quality improvement in reporting
- 3.4.2 Percentage of citizens with accurate information, local issues
- 3.4.3 Percentage of citizens with accurate information, national/international issues
- 3.4.4 Number or percentage of press clubs with multiple sources of support

According to the March 1998 FY 2000 Results Review/Resources Request (R-4 report), the wording of the Intermediate Result had been changed from "selected media" to "media." The largely immeasurable sub-targets above were not mentioned in the report, rather the indicators of performance were:



- ▶ Number of journalists that are members of Press Clubs (to increase from 100 in 1996 to 150 in 1997 and 190 in 1998), and
- ▶ Number of Press Clubs established (to increase from 11 in 1996 to 12 in 1997 and 14 in 1998)

## **B. ACTIVITY DEVELOPMENTS AND ACHIEVEMENTS**

Between January 1996 and August 1998, USIS conducted eight workshops, mainly for print-journalist members of Tanzania's growing regional Press Club movement

- 1 Law and the Media in a Democratic Society, March 1996 (two-day format) in Arusha, Dar es Salaam, Mbeya, Dodoma and Mwanza
- 2 Good Governance, May 1996 (two days) in Arusha, Dar es Salaam, Dodoma, Songea, and Mbeya
- 3 Practical Politics, July 1996 (two days) in Dodoma, Songea, Mbeya, Mwanza, Arusha and Moshi
- 4 Interviewing Techniques, November 1996 (two days) in Mwanza, Arusha, Moshi, Tanga, Songea and Mbeya
- 5 Economic Reporting, January 1997 (two days) in Songea, Mbeya, Mwanza, Arusha, Moshi, Tanga and Dar es Salaam
- 6 Local Government Reporting, June 1997 (two days) in Dar es Salaam, Mbeya, Songea, Tanga, Mwanza and Moshi
- 7 Journalism Ethics, November-December 1997 and January 1998 (five days) in Mbeya, Songea, Mwanza and Arusha
- 8 Economic Reporting, July 1998 (five days) — held in Arusha only for about 130 Press Club members from Songea, Mbeya, Mwanza, Tanga, Moshi and Arusha

Annex D provides more detailed information on the foregoing media workshops, including the names of the trainers and representative commentary by the trainers and Press Club representatives where this was provided in the project files

Although the titles of the above workshops do not coincide exactly with the proposed seminar topics set forth in the Project Paper, the proposed subject matter seems to have covered all the proposed topics except Law and Legal Systems and Editorials and Articles and these may have been touched upon somewhat. In any case, all of the workshop topics appear, from the participants' evaluation questionnaires, to have been subjects of high interest and of significant value to them

Because there was considerable variation in the education levels of the participants and in the amount of training they had received in journalism, the benefit for individual participants varied significantly, with the better trained profiting most.

The amount of training provided was minimal in terms of the number of journalists and would-be journalists needing training and in terms of the need for different levels of training to meet individual needs

The pairing of a U S and a Tanzanian trainer was a good idea and worked well generally. There was one instance where the U S trainer chose not to use the Tanzanian, in one or two other cases, the participants felt that there should have been more input from the Tanzanian trainer, particularly providing Tanzanian examples

The Project Paper called for the Tanzanian trainer for the first three workshops to be drawn from the faculty of the University of Dar es Salaam (UDS) and the Tanzanian trainer for the next four workshops to come from the faculty of one of the journalism schools, with the result that at least four Tanzanians were to have experience as trainers by the end of the TDGI project. As it turned out, only one Tanzanian served as a trainer more than once and no trainer came from the journalism schools. Some university professors served as trainers, but most of the Tanzanian trainers came from the media.

Although the Tanzanian trainers seem to have performed well, there does not appear to have been any institution building — no cadre of media trainers left behind. While the situation was fluid at the outset, and the training needs and trainer capabilities largely unknown, it would seem that greater institution building could have been carried out in the latter part of the project — at least to the extent of training some trainers, as was done with the ADR component of the project.

Although training for TV and radio journalists was foreseen in the Project Paper, minimal training was provided for these two groups. There were two radio workshops (May and August 1997) held in Mwanza and Moshi, but these focused primarily on radio writing and production training to NGOs promoting the rights of women.

The first radio workshop was also held in Dar es Salaam, and the U S trainer (there were no Tanzanian co-trainers) used his time in Dar es Salaam to consult with the Tanzanian Broadcast Commission (TBC) to review its broadcast regulations, and to meet with broadcast journalists, managers and station owners to discuss the regulations. He also met informally with local broadcasters to discuss the idea of a broadcasters association, as well as recording the signature announcement that still precedes each broadcast segment for Radio Free Africa in Mwanza.

A *Writing for the Swahili Broadcast Media* workshop was held in Dar es Salaam in May-June 1998, it was attended by both radio and TV journalists. The trainer was Emmanuel Muganda, a native of Tanzania who headed the Voice of America's Swahili service in Washington.

Other media support activities under the TDGI project included

- ▶ financing library membership for all members of the Press Clubs in Mbeya, Songea, Mwanza, Moshi, Arusha and Tanga, journalism bookshelves were created in each of the libraries,

- ▶ financing basic skills journalism training by an instructor of the Tanzanian School of Journalism for the members of the Mbeya Press Club, and
- ▶ providing, at the end of the project, desktop publishing equipment to three Press Clubs that plan to produce their own regional weekly newspapers or newspaper inserts

## **C. CONCLUSIONS**

### **1. Impact**

The DA team's statement of work indicated three areas in which impact should be sought (a) impact on the Press Clubs which developed as a result of this activity, (b) impact on civil society through the training of journalists and working with the press clubs, and (c) evidence of improved news reporting (newspaper or television) The team has added a fourth indicator the impact on the individual journalist as seen by the journalist

#### **a Impact on the Press Clubs**

The number of Press Clubs has increased from 9 at the start of the project to 13, 8 of which have completed their registration and 5 of which are awaiting government approval of their registration applications In addition, the Press Clubs created a Union of Press Clubs, an umbrella NGO which is located in Arusha The five Press Clubs awaiting registration are operating as branches of the Union of Press Clubs, which has been duly registered This expansion of the number of Press Clubs is credited to the media activity of TDGI

Under the project, some of the Press Clubs have been provided computers and related equipment and office furniture One of the clubs has already established a regional newspaper and others are in the process of getting approval from the government to initiate a publication of their own Some have plans for local radio stations The existence of the regional newspapers not only increases local pride within the areas served, but can be expected to increase total readership in the country, thereby improving the information base upon which individuals will make their decisions about government policy and program initiatives and about individual politicians and issues that surface at election time

The increased readership arises in two ways First, the people in the region will be interested in purchasing (and passing around) the regional newspaper because it will have more regional news than the newspapers emanating from Dar es Salaam In addition, the team was told by a publisher of one regional newspaper that he has found a demand for his newspaper coming from Dar es Salaam Part, if not most, of this demand comes from people of the region who have re-located to Dar es Salaam In addition to helping them keep informed about their region, it can also tell them of problems there that they may be able to do something about in the capital

The Mbeya Press Club has also been able to arrange, with TDGI support, follow-on basic journalism instruction for their relatively untrained members This instruction was provided by an instructor from the Journalism School in Dar es Salaam The Club is seeking to continue this training with the view that after three more of these sessions the Journalism School would provide the participants with a certificate

The Press Clubs provide moral support to the budding journalists, and at times this involves getting them out of jail. There was one rather serious case in which the Clubs and their Union took on the establishment and won. According to three Press Club chairmen interviewed, they often play a mediation role locally when one of the people featured in a story objects and threatens to sue. They cited this as a fairly common event. This can be extremely important when one realizes that at least one newspaper (a union paper) has been unable to continue regular publication after being sued and losing in court. Another newspaper is in danger of succumbing to the same fate, its conviction has been appealed to a higher court.

**b      Impact on Civil Society**

One of the activities under the media program was the training of NGO personnel in how to prepare stories and other announcements for use by the radio stations. Some personnel from radio stations were sent to the same workshops put on by the Voice of America under the PASA agreement. The evaluation team has heard from secondary sources of examples of the NGOs making good use of the training, the team was able to corroborate this by personal contact only with the Catholic Church-operated radio station. The director of Radio Tumiani, which sent six people to the third radio workshop, offered the following comment to the DA team:

*"When they returned, the six started a new morning program, using the day's news as a way to analyze society. Actually, they took an existing program, 'Kahawa au Chai' (coffee or tea) and transformed it. The program, from 6 to 8 a.m., reviews the day's news. We have a lot of resources which, before participating in this workshop, they never used. Now they do. If I had sent only one, nothing would have happened, but I sent six and they learned how to work together. It had an immediate result. So, the approach to take is to expose everyone on the radio staff to the training, repeating it until everyone has been through. For example, a month after the seminar, I discovered that my people were using tape recorders. VOA gave everyone a tape recorder at the seminar, and it has greatly increased the amount of audience participation."*

**c      Impact on Reporting of the News**

To the team's knowledge, there has not been any study of the quality of individual reporting before and after attendance at the workshops. We have heard secondarily that some editors have reported improvement in the reports filed from some of the regional reporters, e.g., USAID stated in its March 1998 R-4 report that the chief editors of three privately owned national newspapers said that the number of stories accepted from the regions has increased by 30 percent due to improved quality of reporting. Some of the individual reporters, in the follow-up questionnaires submitted to the team, have also reported covering with more confidence subjects which were introduced in the workshops. Also relevant is the comment received by the team from Arusha Regional Commissioner Daniel Ole Njoolay, former managing director of the ruling party newspaper Uruhu:

*"When I arrived in Arusha three years ago I began holding monthly press conferences. In the beginning, the number of journalists who turned up was quite small, maybe three or four. But attendance now—since the Press Club workshops began—is much higher, up to 20. There is also a lot more reporting on issues in the newspapers. What could be missing is that sometimes they report without checking—we want them to come for*

*clarification of anything Some do—those who have had the training There are quite a few who between press conferences come to ask for news Some of them have not been to journalism schools but they are improving There is one boy, Peter Samba, who has no journalism training and he is becoming quite good You can see it He has attended the workshops "*

**d Impact as Seen by Individual Journalists**

The evaluation team submitted questionnaires to a number of workshop participants to obtain something of a profile of those who took the training and to ascertain what they thought of the training received at this point in time, how they felt the training had benefited them personally and professionally, and what problems faced the media sector at this time (see Annex E for a copy of the questionnaire) The questionnaires were sent to the Chairman of the Mbeya, Tanga, Ruvuma (Moshi) and Songea Press Clubs for distribution to their members to complete and return to the team Responses were received by the team from two of the Clubs In addition, Mr Fitzgerald, during his visit to Arusha and Mwanza, met with and obtained completed questionnaires from nine workshop participants

Below are summaries of the 43 responses received by the evaluation team to certain questions One question was Do you feel that your attendance at the workshop was beneficial to you in your career? All respondents answered Yes There were two follow-up questions to an affirmative answer 1) What was the most useful subject matter? and 2) How was it helpful to you? The answers to the latter question included the following (with the number in parentheses being the number who gave that answer, some gave more than one answer)

- ▶ Raised my standard as a reporter (27)
- ▶ Understand business/economic reporting (6)
- ▶ Interview techniques (4)
- ▶ Now I can help local radio stations (3)
- ▶ Realize how the trade is conducted (2)
- ▶ Enabled me to appreciate the role of journalism in the country's economy (1)
- ▶ Has reminded me of what I studied 10 years ago (1)
- ▶ Broadened my level of understanding (1)
- ▶ To do my job according to professional ethics (1)
- ▶ Knowing the constitution as the superior law of the land (1)
- ▶ How to report election news (1)

**2. Lessons Learned**

USIS's initial encouragement for the formation of regional Press Clubs, even before the PASA, was a very good idea Coming at an important moment in the development of Tanzania's independent media, it helped send the entire sector in useful directions No other donor seems to have recognized the importance of promoting regional journalism

The teaming of a Tanzanian co-trainer with the American trainers was extremely valuable, and it generally worked well

USIS generally can be relied upon to find excellent trainers and at a very low price (a \$100 honorarium, which some refused, some used their frequent flyer miles to pay their own airfare) Only one U S trainer out of 11 created problems for USIS and was criticized by the Tanzanian co-trainer and a number of participants in more than one training session

There was minimal institution building, other than the Press Clubs and some informal advice given to local institutions by the U S trainers during their visit The Tanzanian employees of USAID who reviewed the draft TDGI Project Paper raised this issue and were told that USAID did not consider that it had sufficient funds to do any institution building and USIS felt that institution building would be too time-consuming and the need for the training was urgent

The evaluation team concurs in this logic if one is thinking of a traditional USAID project that would set about, for example, to build up the School of Journalism However, there are some things that could have been done on a smaller scale which could have had important institution building results Furthermore, USIS could have brought out some one to work with the local organizations on an institution building study This could have led to some pre-planning during this first phase of the project which would have paved the way for some targeted follow-on assistance that could increase the chances that the Tanzanian media would become truly independent, not just pluralistic

All parts of the Tanzanian media are still subject to arbitrary action by the government, albeit apparently less than when the project started Furthermore, few stations/newspapers are economically viable, and many depend on local support from businesses, parastatals, or political parties A truly independent media in Tanzania requires

- ▶ a better legal and regulatory framework (which may depend on the adoption of a new national constitution),
- ▶ a growing, robust economy (to provide a base for significant revenues from advertising),
- ▶ some technical assistance to station and newspaper managers, especially in management and revenue expansion, and
- ▶ further improvement in journalistic standards to generate output that will attract and retain viewers/listeners/readers

### **3. *Needed Next Steps***

At this point in time in Tanzania's transition to a multi-party political democracy and a market-oriented economy, the media are the most important CSOs for monitoring and fostering a steady and just opening of Tanzanian society As pointed out in the March 1998 Reassessment of the State of Democracy in Tanzania, the media have been the most effective CSOs in dealing with issues such as corruption and in increasing the general knowledge of the public about social, economic and political issues

The evaluation team believes that the media could appropriately be considered one of the CSOs to be targeted under the new SO-3 Furthermore, any achievements of other CSOs or any dialogue between CSOs and government are unlikely to be successful without the activity of the

media The media, depending upon their orientation and capability, can either foster CSO-GOT dialogue through well-researched reporting on issues or play a spoiler role through sensationalist reporting of controversy A positive role by the media becomes even more important as the country moves toward local elections in 1999 and national elections in 2000

If one does not consider the media as CSOs, then media can be seen in relation to other CSOs If civil society consists of all the voluntary associations and organizations between individual households and the state, then media are the vital connections that bind the many pieces of civil society together Without media, most voluntary groups would lack effective means to communicate not only with each other and the agencies of the state, but also with their own memberships or constituencies

Unfortunately, the media are still very vulnerable to hostile action by the government, and most media organizations still need considerable up-grading and expansion to play their role adequately What is needed, however, is not a continuation of parachuted workshops, valuable though they were, but a more complete program designed locally Fortunately, recent developments suggest that the timing is particularly propitious for assisting the media and for obtaining collaboration in this effort from other donors

The media have two special problems that need to be considered as one designs a program of assistance to the media The first is the structure of the media and the second is the technical capability of the media

#### **a Structure of the Media**

Tanzania's media are highly centralized, particularly the print media In both English and Swahili, the newspapers' almost sole preoccupation is Dar es Salaam, home of about one-fifth of the nation's estimated 30 million people [Interview, Jeneral Ulimwengo, chairman Habari newspapers] For the other four-fifths, virtually no news about issues that concern them is available in print form, if indeed a newspaper reaches this audience at all

In contrast, radio's reach is broad, and growing more so every day, but its public-interest impact falls well short of its potential Disappointment is due in part to radio's increasingly commercial character and to the lack of any public interest license obligations [Interview, Edda B Mariki, Tanzania Women Volunteers Association] Publicly-owned Radio Tanzania could, in theory, remedy this imbalance, a new BBC-style structure is being readied for Radio Tanzania Public investment today, however, is not going to radio Rather, it goes to a new television service destined to reach only a tiny, elite sliver of the population Significant new investment in noncommercial radio is coming only from church groups

Recent changes that most Tanzanians would associate with imported ideas such as DG seem to have undermined, if not completely destroyed, an elaborate pre-existing system of rural presses, radio and a party newspaper that reached down into the villages where 80 percent of Tanzanians live, and brought "at times information [back] up to the center" [Gervas Moshiro, Tanzanian School of Journalism, in "Journalists of Tanzania and Their Training Needs"] Today, "the rural presses have collapsed, the news agency and the government information services have also collapsed in the regions, leaving only a few offices and staff in the metropolitan areas "

Just how emptied of media the countryside is may be gleaned from this description by journalist Mboneko Munyaga of the Iringa and Ruvuma regions at a national training conference in Arusha last April of the Union of Tanzanian Press Clubs "There are about 40 news-men and -women in Iringa region alone and an estimated 25 others in Ruvuma, based largely at Songea Together they serve a population of 2,682,205, equal to 41,264 people per journalist Between them, they cover 120,362 square kilometers or 13.6 percent of the country's land area There is no newspaper in either of the regional towns In Songea, there is only a booster and relay station for Radio Tanzania Dar es Salaam (RTD) and a rural press center which has almost shut down "

Against this background, about the only bright spots are the Press Clubs "They have immense value up-country Arusha is very good — they started a newspaper and a radio station — and the one in Dodoma is becoming very active Their future role can be very important Media concentration is extreme in Tanzania The Press Clubs, the more active they become, the more voices we will hear from the other end " [Interview, Ulimwengo, Habari newspapers]

#### **b Technical Capability of the Media**

As to the capability of the media to play its role, the evaluation team obtained two documents that bear on this subject The team also covered training in the questionnaires that the team gave to members of a number of the Press Clubs that participated in the training programs sponsored by the USIS PASA The importance of training has been recognized by the media and the government, which has resulted in the formation in September 1998 of the Media Training Trust Fund

The Tanzania School of Journalism (TSJ), with funding from the Danish aid agency (Danida) and technical assistance from Lisbet Ravn of the Danish School of Journalism, undertook in 1997 a survey of media training needs The TSJ staff visited a number of news organizations and obtained completed questionnaires from 314 people More than half (174) hold either a diploma (2 years) or a certificate (less than 2 years, maybe only a few weeks if acquired during the past four or five years), but, perhaps of more significance, almost a third (103) left that section blank, suggesting they had no formal training at all

Three-quarters of the respondents were male, one-quarter female, and about two-thirds (208) aged 39 or younger About two-thirds of the survey group (212) work in print media, a quarter (83) in radio, and the rest (19) in television

Just about everyone surveyed wanted more training (307 out of 314) The types of training in which they showed interest were

- ▶ Basic reporting (117 or 37 percent),
- ▶ Sub-editing (copy-editing in the U S ) and design (72 or 23 percent),
- ▶ Broadcast (general - 40, production - 12, script-writing - 3),
- ▶ Photography (23),
- ▶ Graphics (2),
- ▶ Research (1), and
- ▶ Public relations (2)

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Most expressed preference for courses of 12 months (168) or less three months (37), six months (34), nine months (30), one month (13), and 24 months (1) The most common courses now offered last two to four weeks, but commentators indicated that inability to pay — not a limited need for more training — is why many courses are not longer Only a quarter of the respondents said they had money to pay for more training

The TSJ report also provided information on potential sources of media training For years there have been only two journalism training institutions in the country, the Ngaizi Social Training Institute (now St Augustine's University of Tanzania) in Mwanza and the Tanzania School of Journalism in Dar es Salaam Now there is a new Tumaini University in Iringa offering certificate and diploma courses, as well as these other short-course training providers in Dar es Salaam Kivukoni Institute of Social Science, Maarifa Media Education Trust (MAMET) from the Habari newspaper group, and the National Institute of Social Welfare

A second document providing information on training is the report on the National Conference on Continuing Education of Journalists, which was organized last April by the Union of Tanzania Press Clubs Among other items, the report includes a needs self-assessment by the union's affiliate in Mbeya Although the club's 26 members include only four with previous formal training in journalism, 16 (about 60 percent) have some third-level education and only three did not attend secondary school Of the college-educated, most were trained as teachers, but they also include a dairy technologist, a civil servant, an air traffic controller, a carpenter, a driver and a welder

The club wants to provide in-service training for its members, both basic skills training (reporting, writing and editing) and skills upgrading or specialization (investigative reporting, film making, book writing, broadcasting and photojournalism) The report states that a curriculum to train journalists in the field should

- ▶ be relevant to Tanzania's socio-economic and political situation,
- ▶ be pragmatic rather than doctrinaire in terms of fixed ideas about the country or the training of its journalists,
- ▶ be innovative, introduce new ideas, and
- ▶ be flexible, so it can adapt easily to different circumstances

The evaluation team has received tabulated responses to the teams' questionnaire from 43 Press Club members When asked what were the most serious constraints to the growth of an independent media in Tanzania, 58 percent of the respondents listed "Lack of trained journalists/personnel" The next most frequent answers were "Out-dated 1976 newspapers act" (21%) and "Limited Resources" (14%)

Based on a review of the various documents on and by the Tanzanian media and an extensive series of interviews with public and private media representatives, the evaluation team concludes

that the following are needed if the Tanzanian media is going to be able to play the DG support role which is sorely needed at this time

- ▶ journalism training,
- ▶ improved information/news programming by the electronic media, including more reporting of regional events and concerns,
- ▶ improved and more extensive feature stories and investigative reports,
- ▶ better communications among the media organizations, particularly in relation to setting standards and dealing with common problems,
- ▶ a more favorable legal environment in which to operate, and
- ▶ an improved environment between the media and governmental agencies

Given the development of media organizations in recent years and the recent establishment of the Media Training Trust Fund, the timing would seem propitious to offer to support, along with other donors, the establishment of a Tanzanian Media Training and Services Center. The Center could support both print and broadcast media and indirectly both the public and the government by working on all of the media shortfalls/needs cited in the previous paragraph. It would be expected that the Center would be organized, and financially supported to some extent, by local media organizations. Important functions of the Center could include the following:

- ▶ design and manage a distance learning program to meet the basic journalism needs of the regionally-based journalists

Mr. Fitzgerald developed the student workbook and facilitator's guide for a very good training video, "Getting the Story," produced by the International Center for Journalists. A lot of materials should be available for immediate use from the U.S., the Commonwealth Press Union and similar sources. Thus, the Center would not need initially to do a lot of development work for the distance learning program.

- ▶ put on or help organize short-term training classes both in Dar es Salaam and in the regions

The short-term classes could be particularly important with regard to covering certain events, such as the forthcoming elections.

- ▶ on-the-job training in producing special regional reports, investigative reports and special feature stories that the Center would make available to media outlets (independent and governmental). Similarly, the Center could prepare special reports for distribution to regional media outlets
- ▶ help improve communications among the media organizations and promote journalistic standards through the publication or co-publication of a journalism review

The publication should not only be a model in terms of its content, it should also send forward-looking messages regarding design, the use of photographs and graphics, production methods and business management. Workshops focusing on the project could be organized, and the schools of journalism could be invited to send students with a strong interest in magazine journalism as participants. One or more of the schools might wish to co-publish the journal.

- ▶ provide other useful services to the journalism schools, e.g., join with the various Dar es Salaam-based donor organizations interested in journalism and create an employment bulletin board to publicize staffing needs of the journalism schools which are hard to satisfy drawing exclusively on the local skill pool.

Most of the European donor countries have Peace Corps-like agencies that recruit volunteers. USIS might also be invited to participate, as well as private-sector organizations such as the International Center for Journalists in Washington and the Knight Foundation, whose fellowship program sends experienced U.S. journalists into developing countries for periods of up to a year. One Knight fellow is currently working from a base in Harare with regional environmental journalists.

- ▶ the promotion or carrying out of activities that could foster increased access to, and improved analysis of, data from government agencies.

This, along with other training activities, could be helpful in counteracting the complaint of government agencies about shoddy reporting by the media.

- ▶ sponsor other activities that could build greater trust between governmental agencies and the media.

For example, the Chief Justice might arrange for a training course for a group of journalists on court processes and procedures and how to report on decisions by the court, including ADR activity. The press, in turn, might do some stories on the inadequate physical infrastructure available to the judiciary as well as personal interest stories on successful ADR activity and the introduction of improved court administration and automated caseload management.

- ▶ coordinate the reporting of election-night results in the year 2000 national elections (the 1999 local elections as well if there is enough lead time).

This would fit nicely into the concept of partnership set forth in USAID's Strategic Objective.

The media would get into the election business on the ground floor, working with election boards to report results quickly. The model for that would be media pools common in the United States. This would get privately-owned and government media working with voluntary organizations throughout the country on a project that teaches about the democratic process in an intimate and personal way to a very large number of people. The media create the information channels to the public, but the people themselves,

through the participating voluntary groups, play an important role in the actual reporting. This, in any case, is how the Voter News Service (VNS), operates in the U S

The technology surely exists to do election reporting reasonably well in Tanzania. It would cost something, but the experience would be beneficial for those involved and for the country. The reporting would be on radio, not television. The result of this approach would be Tanzanian journalists and CSOs themselves doing the election monitoring, not a bunch of outsiders.

- take the messages that women's and other NGOs are learning to develop in public relations (PR) workshops sponsored by the Frederick Ebert Stiftung and, using on-the-job trainees, turn the messages into camera- or broadcast-ready products.

The radio workshops conducted under the PASA provided a useful introduction into the media mindset and requirements, but it is unrealistic to expect the NGOs by themselves to generate professional quality media products.

The evaluation team believes that other donors will join in the funding of the activities of the proposed Media Training and Services Center. The idea for the new Media Training Trust Fund appears to have originated with Danida and the structure of the Fund (according to its constitution) is clearly set up with the idea of obtaining donor assistance for a significant media training effort. Sweden is reported to be considering making a contribution to the new Trust Fund. U.K. media assistance has generally been provided through Commonwealth institutions. The Commonwealth Press Union and the Commonwealth Broadcasting Association. These organizations might well be prepared to support the training program of the proposed Media Training and Services Center.

In the spirit of the new Strategic Objective, it would make sense for the proposed new Media Training and Services Center to be established under the auspices of, or provided financial support from, the new Media Training Trust Fund. The latter has representatives on its board of trustees from both government and the private media, and its constitution also provides for non-voting membership of two donors on the board. Its "aims" appear to be directed primarily to support expanded training efforts of the school(s) of journalism, but the third aim could provide the basis for supporting, if not organizing, the Media Training and Services Center.

*"(c) To give financial support to established institutions in organizing nontraditional courses which publishers may not deem profitable, but nevertheless essential in the overall scheme of the utility of the media in society"*

Since the Trust Fund is just being established, it is also feasible that the Trustees, if they liked the proposal herein for the Media Training and Services Center, would modify the constitution of the Fund to provide for establishing the Center.

Although the Trust Fund constitution currently provides for a secretariat, this part of the structure probably does not yet exist. The timing should be propitious for USAID to join with other donors in negotiating what the form, functions, size and staffing of the secretariat ought to be. The donors would not need to get into salary and benefits (currently the constitution does not

provide for the secretariat to receive salaries from the Fund), but it would be important for them to specify the kind of an organization that would make them feel comfortable

Such a secretariat would need at least the following at the top — a mover and shaker. This person would (in government terms) be a permanent-secretary-level director general — a well known Tanzanian with a proven administrative record and the ability to relate as an equal to top government and media people

The director general would need to be supported by a very sound administrator, preferably an experienced journalist. This person would be someone who has a good understanding of the product(s), good relations with the donor community, and a knowledge both of the media and the country's leading media personalities

The foregoing are ideas for USAID and a Media Training and Services Center design team in which USAID personnel and TDY experts might participate. The evaluation team wishes to stress that the establishment of the Media Training Trust Fund provides a unique opportunity to participate with other donors in structuring a badly needed program of media training and do it in a partnership way which can help, over time, to improve the working relationship between the government and the media. Taking the monitoring of the forthcoming election(s) as a special project could be particularly beneficial

#### **D. RECOMMENDATIONS**

- 1 USAID, hopefully in coordination with USIS, should contact the members of the Board of Trustees of the Media Training Trust Fund, other donors, and the Union of Press Clubs to determine whether there is support for the creation of a Media Training and Services Center (MTSC) along the lines set forth herein

USAID should insist that the Union of Press Clubs be represented on the Board of Trustees

- 2 If there is interest in the MTSC, USAID (possibly with USIS) should indicate a willingness to fund a team of expatriates to work with a local group to prepare the appropriate documentation for the establishment of the Center, develop a plan of action to launch the Center, prepare a budget for the first two years' activity, and contact local media organizations, publishers and broadcasters as well as donors to obtain commitments of resources (financial and in-kind — particularly in relation to training) to implement the plan

USAID should be prepared to participate

- 3 Until the proposed MTSC (or something equivalent) is operational, USAID should continue its support to the regional Press Clubs and develop a small special program to provide support to the women members of the media

With regard to Press Club support, the team recommends the following

- a provide equipment to those Press Clubs which have their government registration and a plan for local publishing or broadcasting,
- b arrange for special training courses in the management of publishing and broadcasting enterprises, and
- c provide a grant (or grants) to one or more of the schools of journalism to provide courses in the region for Press Club members along the lines of that which the Tanzania School of Journalism has been providing to the Mbeya Press Club

With regard to women members of the media, USAID should give a grant to the media women's organization to finance a survey of women in the media to determine special problems they encounter, special needs they may have, particular specializations or aptitudes that they have that are not being fully exploited Further activity would depend upon the survey findings

- 4 USAID (possibly in conjunction with USIS) should arrange for the visit of a team experienced in the organization of media coverage of election results to prepare a feasibility study (and plan if feasible) for organized election night coverage by the media of voting results throughout the country for the 2000 general election (and the 1999 local elections if time permits)
- 5 USAID, in conjunction with other donors and the GOT, should help cover the costs of the election night coverage if a plan is developed and outside financial assistance is sought

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## V. GENERAL PASA MANAGEMENT

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### A. IMPLEMENTATION MANAGEMENT AND MONITORING STRUCTURE USED

#### 1 *United States Information Service (USIS)*

The PASA agreement states that the Public Affairs Officer (PAO), who is the head of the USIS office, and the USIS Administrative Management Assistant will provide day-to-day supervision and oversight for all aspects of the projects [activities] to be implemented under the PASA

Both of the USIS PAOs who served during the life of the PASA are reported to have been very strong individuals who were very interested in the project and gave a great deal of attention to the day-to-day operation of the PASA activities. The first PAO personally handled the Alternative Dispute Resolution (ADR) activity. The second PAO was more inclined to delegate responsibility, but she pushed the staff to increase the number of activities and to accelerate implementation in order to respond to USAID's complaint about the slow rate of expenditure in relation to the total three-year budget. Unfortunately, she became ill and had to be evacuated. Her assistant, the next ranking officer in USIS, was transferred out before the new PAO arrived, leaving the PASA Coordinator acting as PAO.

Under the PASA, USIS was to hire the following staff to implement the project: a Project Director, a half-time Project Assistant, an Administrative Assistant and a Driver. These were hired in February 1996. The Project Director, the dependent of an Embassy officer, was from academia and had no experience working in a U.S. Government bureaucracy. The Project Assistant was a former USIS employee. After a few months, it was clear that his services were needed to help implement all of the activities, not just the media activity. Thus, he was moved from half-time to full-time.

Both of the activities under review (ADR & media), as structured, required the use of a significant number of U.S. technical experts. The recruitment of these individuals, as well as the making of their travel arrangements to Tanzania, was handled, at least in part, by offices in the U.S. Information Agency (USIA) in Washington, D.C. After the expert's assignment was completed, he/she submitted a report, sometimes to USIA/W which in turn was to provide a copy to the field. This process did not always function as smoothly as desired and led to considerable communications between USIS and USIA regarding the details.

The "recruitment" by USIS is different than that usually carried out by USAID or its contractors or PASA agents. USIA obtains the services of most of its experts for a modest honorarium of \$100 a day, and many of those recruited do not accept the honorarium. Some use Frequent Flyer miles to pay for their transportation. Thus, using a PASA arrangement with USIS stretched the project's funds. In most of the cases reviewed, the personnel recruited by USIA did very good jobs. The rare exceptions have been discussed in Sections III and IV above.

USIA's way of handling participant training is also different from that of USAID. This led to some friction at post between USIS and the USAID training office.

## **2. *USAID/Tanzania***

USAID's monitoring and project support role is assigned to a "project officer." The first TDGI project officer was a U.S. direct hire Intern on her first assignment with USAID. Her U.S. direct hire replacement, who had some prior service with USAID but as a Contracting Officer, is teamed with a Tanzanian contract employee — the two are co-directors of the Strategic Objective 3 team.

USAID was in the throes of re-engineering during the early part of the project implementation period. This meant it was changing from the previous hierarchical structure to a committee structure organized around Strategic Objectives. The TDGI project was under Strategic Objective 4 when it was initiated. Then it came under a new Strategic Objective 3 in 1996, with different results indicators. The latter were subsequently revised as reported in the March 1998 R-4 report. SO-3 has been revised again in 1998. The files indicate that USIS was not involved to any significant extent in the changing of the results indicators. The files, as well as USAID officers' comments on the evaluation team's first draft, suggest that little reference was subsequently made to the original Project Paper and the implementation plan therein.

## **3. *Financial Management***

The financial review of the project up to 30 June 1998, carried out by Coopers & Lybrand, cited the lack of semi-annual work plans, the lack of underlying documents for a number of expenditures, and charges in financial reports for some salaries and benefits for USIS staff and for USIS overhead which did not accord with the PASA. The PASA Coordinator states that the "missing" documentation would have had to have been attached when submitted to USAID or USAID would not have approved the voucher for payment, thus, she feels the documents were lost at USAID.

Although the financial review faults USIS for not having documentation setting forth financial procedures, it notes that the Project Coordinator has been following appropriate procedures in recording costs and handling documentation. USIS replied that the procedures were spelled out in the PASA, but acknowledged that the procedures had not always been followed.

The alleged incorrect charges for salaries and overhead appear to reflect the unfamiliarity of the original PASA staff and the USAID Project Officer with financial management in general and USAID project management procedures in particular. In any case, the matters appear to be more technical than substantive and have been taken care of in a PASA amendment.

The USAID project files indicate that a PIO/T document (now a MAARD) to modify the PASA budget was processed in July 1996 and sent to the Regional Contracting Officer. There is no indication of follow-up until September 1997 and no action taken until 1998. While indicating a lack of follow-up by the USAID Project Officer, the inaction was not significant to project implementation because the PASA had plenty of money and USAID could have agreed, without an amendment, to a shift from one category to another if and when it became necessary.



The level of project expenditures has generally lagged behind project budgetary projections. Although final expenditure figures for the PASA were not available during the evaluation team's visit, the team was told that the relatively large pipeline going into 1998 had been significantly reduced in the final months of the PASA.

## **B. PROBLEMS ENCOUNTERED**

Some of the activities originally planned, as set forth in the Project Paper, were not carried out, e.g., more involvement of the Law School and the Bar in the ADR program and assistance to television in the Media program. There may have been good reasons for not doing these things, but there is nothing in the USAID files that indicates that USIS was consciously excluding these activities or that the omission was raised with USIS by USAID.

The provision of semi-annual planning documents was not generally done — only two were located. The first USAID Project Officer reminded USIS of the requirement (as spelled out in the PASA), and the PAO indicated that, given the fluidity of the project environment, it was generally difficult to project six months in advance. It was agreed, therefore, that the plan would be considered a "rolling" document, being updated quarterly. However, this was not consistently done.

The correspondence file indicates that the first USIS Director felt frustrated with USAID's rules and procedures, particularly after the SO team was established. She complained that decisions were being made about her recommendations in a forum in which she was not included. There are other indications in the files, as well as in interviews the team had, that USAID-USIS communications left something to be desired.

The PASA was initially negotiated for approximately three years (to August 1998), but in July 1998 when the TDGI project was extended to 2003, plans were being made to extend the PASA, at least for six months. However, at virtually the last minute, the decision was made to allow the PASA to terminate in early August. The decision appears to have been based primarily on the lack of leadership in USIS for a number of months and the decision by USIS to make the PASA Coordinator the acting PAO.

The result of the termination decision was that a number of activities already in the pipeline had not finished, and special arrangements had to be made to allow some of them to go forward. It also meant a virtual shutdown of support to the ADR and NGO support activities, activities which it was planned to continue under the re-formulated SO-3. These problems were exacerbated by an outside event — the bombing of the U.S. Embassy in Dar es Salaam in early August.

In October when the evaluation team visited, the PASA staff had been hired by USAID on short term contract to deal with the findings of the financial review and to prepare the project files for turnover to USAID. Thus, the PASA team was initially not available to work with the evaluation team as had been planned. In addition, the PASA files were located in three different locations and were being continually worked on, thus, they too were largely inaccessible.

## C. CONCLUSIONS

The decision to negotiate a PASA with USIS to implement the media and ADR activities made good sense for the following reasons

- ▶ USIS was already operating in the sectors and had excellent relations with its Tanzanian counterparts,
- ▶ USAID had limited funds and USIA was a low-cost operation, and
- ▶ the activity could be started more quickly and there was some urgency in initiating activity given the upcoming national multi-party election in Tanzania

The foregoing, however, is not a strong justification for using the PASA mechanism to implement the other project activities civic education and NGO activities in support of women's legal rights. The Project Paper did not provide for including these activities in the PASA. Since USAID took an active role in the decisions regarding the grants to the PVOs, it seems unlikely that there would have been much increase in USAID's workload if it had handled those activities directly.

If USIS would have had more time to devote to the other two activities, there might have been better results at the court. It might also have resulted in greater attention to longer term planning (e.g., some institutionalization of media training) and to looking for ways to integrate the two activities, e.g., 1) use the media training program as a way of explaining ADR to the press, and thereby to the public, and 2) use the lawyers and judges on the team to do a workshop on legal procedure and how to understand and cover legal proceedings.

Most of the problems cited in the previous section resulted primarily from the turn-over in personnel at both USIS and USAID, combined with the lack of familiarity with USAID regulations and implementation processes by the relevant personnel in both agencies. With regard to turnover, there was a gap between the departure and the arrival of the successor in the case of the PAOs, the PASA Coordinators, the PASA Administrative Assistants and the USAID Project Officers. Only the PASA Information Specialist provided continuity, and he was not involved with administrative or financial matters. Towards the end of the PASA, the Project Coordinator was also serving as Acting PAO. In addition, there was a change in the Director of USAID during project implementation.

Neither of the PASA Coordinators had U.S. government experience nor were they trained or had experience in the subject matter of the activities. Similarly, none of the three USAID project officers had relevant project implementation or subject matter experience to prepare them for their tasks. This was not a serious problem during the first PAO's tenure, even though USIS-USAID communications were not the greatest. However, when the second PAO became ill, the fragile nature of things became more apparent.

The first PAO had been handling personally the ADR activity. When she left she turned that responsibility over to the second Project Coordinator, along with a large stack of files. The files disappeared, and the Project Coordinator was unprepared for the new function. She did not have prior relevant experience, and she had not been brought into the activity to any significant degree.

Thus, the ADR activity was not inadequately monitored during the latter part of the PASA period. The PASA Coordinator was aware that she was not receiving the data that should have been forthcoming from the new "Court" automated system, but both she and the USAID project officer accepted the excuse that it was taking a long time to input data. Neither person was sufficiently familiar with the technical details of the activity to realize that the excuse was not a valid one, and that USIS or USAID should request outside assistance to review the situation.

Given the change of circumstances within USIS and the upcoming change in project structure to adjust to the new SO, it is understandable that USAID would want to reconsider its earlier plans to extend the PASA as the primary implementing method for the project. However, the PASA should have been extended for a few months, at least in relation to the media and ADR activities, so that scheduled activities could continue while plans were being developed for the next (and modified) phase of project activity. That would also have given time to determine the suitability and interest of the new Director of USIS to administer some or all of the activities under the revised project.

For the next phase of activity, USAID needs to ensure that it has, or has access to and uses, more technically qualified personnel, particularly for the monitoring and support of the ADR and automated case management activities. In addition, the Tanzanian implementing organizations, with the assistance of USAID-funded technical assistance if desired by the implementing organization, should be tasked to submit annual work plans and quarterly progress reports against those plans.

Frequent changing of project objectives through re-stating of USAID's strategic objectives and revision of results frameworks and results indicators is not conducive to efficient project implementation. It creates confusion in counterpart organizations and in USAID-contracted implementing organizations unless these organizations see the need for changes and participate in the discussions that lead to the new guidelines.

Overall, the evaluation team applauds the USAID's re-formulation of SO-3 towards promoting greater interplay between society and its private representatives and its public ones. The team is also pleased to see conflict resolution as an area of concern, we only suggest broadening the concept to include conflict prevention (see Burton book in Annex D) as well as resolution. On the other hand, the team is concerned about the validity/usefulness of some of the indicators associated with the new SO-3 as given in the March 23, 1998 Performance Monitoring Plan.

Because some people in a CSO and a government unit say they have formed a partnership (Indicator (a)) does not mean that the public is better served or that democracy and governance are enhanced. Similarly, indicator (b) involving some of the actors' perceptions of the legitimacy of their "partners" hardly provides a measurement of meaningful results. Indicator (c) involving perceptions of effectiveness is marginally closer to real results. The presentation suggests another result: contractors administering surveys and polls will benefit from this formulation.

It would seem more appropriate to (a) determine in advance some problems or processes the resolution or improvement of which would enhance the transition to and permanence of democratic governance, and (b) identify the primary CSOs and government entities which either are already involved or need to be involved. Then, the SO-3 team should be able to establish some measurable indicators or quasi-indicators of progress by problem and/or process and by CSO and government agency — real objectively verifiable indicators, not individuals' perceptions.

Similarly, in the Results presentations, only indicator (a) of IR 3.1 really focuses on end results. Indicator (b) is more polling of perceptions and (c) and (d) should be part of the action program that will result in indicator (a). IR 3.1.1 indicators are really focusing on perceptions and how we think the CSOs should go about their business. Better would be CSO-specific indicators for the few (presumably) CSOs who will be receiving assistance from USAID on the pre-selected issues.

Regarding IR 3.1.3, would it not be preferable to focus on conflict prevention and/or resolution mechanisms rather than specific conflicts that might come up? In IR 3.2, a focus on mechanisms established by target government units to (a) provide information or other needed services to the public, and (b) obtain public views on potential actions (regulations, legislation, etc.) would seem more appropriate than focusing on citizens' perceptions and limiting the review to issues raised by targeted CSOs. IR 3.2.2 gets to this somewhat, and 3.2.3 focuses on a specific mechanism, IR 3.2.1, however, is another unnecessary handout to the pollsters.

While the new SO-3 is a worthy objective, the review of the IR formulation leaves one with the impression that there is no real strategy with issues/problems to be resolved or specific mechanisms to be put in place.

## **D. RECOMMENDATIONS**

- 1 The USAID should design (or re-design) its action program to carry out SO-3 and then modify its Results Framework to make it relate to the action program and focus more on objectively verifiable indicators than on the perceptions of interested parties. Then USAID should resist the temptation to tinker with the SO-3 statement and Results Framework unless clear weaknesses have been identified and counterparts are in agreement with the need for change.

In undertaking this design activity, USAID should take into account (a) recommendations herein and in the other evaluation report about current activities, (b) the recommendations of TDY technical specialists brought in to assist in the general design effort or in the design of the individual activities (e.g., media and caseload management), (c) the views of individuals from targeted CSOs and government units, and (d) a local advisory committee along the lines of that established in 1995 but only used once to review the Project Paper.

- 2 The USAID should strengthen its project management for the TDGI project.

This could be achieved by a number of measures, including at least some of the following

- a hire additional local technical staff on full or part time,
  - b increase the use of TDY expatriates and try to use the same ones to the extent possible,
  - c create and support joint USAID (or donor)-CSO-GOT activity monitoring units to develop annual work plans (or more frequent if needed) and report quarterly on results — publicly in press conferences when appropriate, and
  - d re-create an outside advisory committee, along the lines of that established in 1995, to provide input to USAID and/or the joint monitoring unit suggested in c on program content, results indicators, and the means of measuring results
- 3 The type of organization(s) that USAID will need to help it implement the TDGI project will depend upon the content of the action program recommended in 1 above, thus, USAID should not rule out of consideration at this time the possibility of a new PASA with USIS if USAID continues to support ADR activity and media activity as recommended in Section IV above

A final decision would need to take into consideration the attitude of the current PAO, the view of the U S Embassy (given the upcoming re-entry of USIA into the Department of State), and the view of the counterpart organizations. However, the existing USIS contacts and the agency's ability to recruit short-term technical assistance personnel cheaply (including a number of experts already familiar with the Tanzanian situation and organizations) could still be a valuable asset. However, USAID would need to ensure that USIS hired a sufficient number of adequately trained/experienced local staff to administer the USIS component of the project

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## ANNEXES

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ANNEX A	—	SCOPE OF WORK HIGHLIGHTS FROM DELIVERY ORDER
ANNEX B	—	LIST OF PEOPLE CONSULTED
ANNEX C	—	PRINCIPAL DOCUMENTS REVIEWED
ANNEX D	—	DETAILED INFORMATION ON MEDIA WORKSHOPS
ANNEX E	—	EVALUATION QUESTIONNAIRE FOR JOURNALISM WORKSHOPS PARTICIPANTS

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## ANNEX A

### SCOPE OF WORK HIGHLIGHTS FROM DELIVERY ORDER

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#### III. PURPOSE

The purpose of this delivery order is to perform an evaluation and identify whether the ADR/automated caseload management and media components implemented under the USIS PASA should be continued, what if any, modifications should be made, and assess the overall management of the PASA

#### IV. TASKS

In conducting this evaluation, the contractor shall gather detailed information as described below. For each topic, the contractor shall provide an overall assessment of whether anticipated results have been achieved, if not, why not, what unexpected results have been achieved, and discuss any management concerns arising from the manner in which the activities were implemented. To the extent possible, the contractor shall provide gender-disaggregated data and/or information from its findings. The contractor will provide the SO-3 team with information on the level of results being achieved, what these results embody, how the results have been or have not been achieved and to the extent possible, why and recommend changes or other approaches in the implementation of activities in order to achieve results.

##### A ALTERNATIVE DISPUTE RESOLUTION (ADR) /AUTOMATED CASEFLOW MANAGEMENT

What problems have been encountered in implementing both ADR and the automated caseload management, and what are the implications for future activities?

Describe the extent to which the ADR method is actually being utilized in the Kisumu court, which is the model teaching court for ADR.

Describe how the caseload management system is being kept current and the information accurate, and if the system is being used to generate data about the courts and if that data is being used. What has been the overall impact of this activity in relation to ADR and the overall court system?

What changes have been made in the court structure and/or procedures as a result of USIS/USAID funded activities?

What impact has ADR made as far as the caseload at Kisumu court is concerned (i.e., reducing civil delay, backlog of cases, etc.)?

Evaluate the satisfaction of clients (i.e., people whose cases have been settled by ADR) and practitioners (i.e., legal professionals) with the ADR system as introduced. Discuss suggestions they have for improving the system.

Suggest possible ways in which the ADR system can be made sustainable

ADR as defined often refers to dispute resolution outside of the court system through mediation. Assess whether or not the ADR system as established in Tanzania could be expanded both within the court system and without.

## **THE MEDIA**

Review a sampling of the evaluations from the various journalism workshops. Are there differences or do the same problems, strengths, or weaknesses appear amongst the various evaluations from different workshops?

Are there recommended topics for future workshops mentioned in the evaluation?

What impact, if any, has been made on the local press clubs as a result of these seminars (i.e., press clubs as advocacy bodies, dealing with local issues, etc.)?

What impact, if any, has been made on civil society through the training of journalists and working with the press clubs (i.e., creation of or change in relationships between various press clubs, local groups, or government agencies/offices)?

Have newspaper or television news reports been presented as a result of lessons learned from the workshop? What subjects do they cover?

Describe and evaluate any indicators to demonstrate the impact of these seminars.

Was the approach chosen to strengthen the media in Tanzania appropriate and effective? Should it be continued or modified if additional work with media is planned?

How did the TDGI-funded activities complement those of other donors?

How has the quality of media reporting improved as a result of the journalism training?

## **GENERAL PASA MANAGEMENT**

Is USIS management of the PASA's activities being handled in the most efficient and effective manner? How are they managing for results?

Are results being produced in a timely manner? If not, why not? What problems have been encountered during the implementation of the PASA and how could they be avoided?

Are there areas of program implementation that could be handled more efficiently, as a result of better coordination or teamwork between USAID and USIS, and what improvements would be recommended?

Evaluate the strengths and weaknesses of the PASA mechanism as the method for implementation of these activities.

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## **ANNEX B**

### **LIST OF PEOPLE CONSULTED**

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#### **JUDICIARY**

Hon Francis Nyalali, Chief Justice of Tanzania  
Hon Judge B Chipeta, High Court, Dar es Salaam (DSM)  
Hon Judge Kalegeya, High Court, DSM  
Hon Judge John A Mroso, High Court, Arusha  
Hon N S Mnzavas, retired Justice, Court of Appeals

Mr Luanda, Registrar, Court of Appeals, DSM  
Ms Nathalia Kimaro, Registrar, High Court, DSM  
Mr Sijaona Sultanu, Computer Specialist, High Court, DSM  
Mr Chrispas Mkufya, Registry Officer, High Court, DSM  
Mr Abbie Kayola, Computer Specialist, High Court, DSM

Ms Rose Teemba, Acting Principal Resident Magistrate, Kivokoni District Court, DSM  
Ms Devota Mahende, Primary Court Magistrate, Kariakoo Primary Court, DSM  
Ms Victoria Mmbaga, Magistrate in Charge, Kariakoo Primary Court, DSM  
Mr Rugazia, Magistrate in Charge, Kisutu District Court, DSM  
Mr Rashid Abdallah, Registry Official, Kisutu District Court, DSM  
Ms Joyce Grison, Assistant to Registrar, Kisutu, DSM

Ms Aisha Nyerere, Principal Resident Magistrate, High Court, Arusha  
Mr W Kapaya, District Registrar, High Court, Arusha  
Ms Christina Assara, Registry Official and Monitoring Clerk, Regional Magistrate's Court,  
Arusha

#### **OTHER GOVERNMENT OF TANZANIA**

Mr Kassim Mpenda, Director of Information, Office of Prime Minister, DSM  
Mr Abraham Nyantoni, Regional Information Officer, Mwanza  
Mr J B S Kitambi, Regional Planning Officer, Arusha  
Mr Daniel O Njoolay, Regional Commissioner, Arusha

#### **MEDIA**

Mr Richard S Shaba, Country Manager/Tanzania, The East African and The Nation  
Mr Adarsh Nayar, freelance journalist, former AP correspondent  
Mr Bob James, The Editorial Centre, Cardiff, Wales, U K , training officer, Commonwealth Press  
Union [conducted 2-week newspaper design workshop in Tanzania, spring 1998]  
Mr Charles Rajaba, managing editor, The Daily News, DSM

Mr Gerard Loughram (UK), longtime editor and consultant, Nation Group, Nairobi [creator of East African regional weekly]

Father Jean-Francois Galtier, director, Radio Tumiani, DSM

Mr Anthony Ngaizo, director, Media Council of Tanzania, DSM

Mr Jeneral Ulimwengo, editor of Rai and chairman, Habari (Newspaper) Group, DSM

Mr Gervais Moshiri, principal, Tanzania School of Journalism, DSM

Ms Edda Sanga, controller of programs, Radio Tanzania, DSM

Mr Alfred Benard Ngotezi, correspondent, Business Times, Mwanza

Mr Abubakar Karsan, news editor, Mzalendo Television Ltd , Mwanza

Mr Nathan Lwehabura, founding secretary, Mwanza Press Club

Mr Jacob Kambili, treasurer, Mwanza Press Club

Mr Anthony Diallo, proprietor, weekly Msanii Africa and Radio Free Africa, Mwanza

Mr Leonard Mtawa, correspondent, Radio Tanzania, Mwanza

Dr William Dogani, freelance writer, Mwanza

Mr Noel Thomas, correspondent, Radio Tanzania, Arusha

Mr Nicodemus Ikonko, Kiswahili correspondent, Hirondelle Press Agency, Arusha

Ms Lisbet Ravn, Lecturer, Denmark School of Journalism

## **USAID/TANZANIA**

Ms Monica Stein-Olson, Acting Director

Ms Diana Putman, Project Development Officer

Ms Cheryl Williams, Co-Coordinator, SO-3 Team

Ms Magdalena Hiza, Co-Coordinator, SO-3 team

Mr Z Kristos Minja, Development Assistance Specialist (HRD)

Mr Daniel Ngowi, Mission Economist

## **USAID/WASHINGTON**

Mr Fred Withans, Officer in Charge, Tanzania, Africa Bureau (AFR)

Mr Donald W Muncy, Senior Democracy & Governance Advisor, AFR

## **USIS**

Mr Dudley O Sims, Public Affairs Officer (PAO)

Ms Kiki Munshi, former PAO (via E-mail)

Ms Halimi Mbaruku, Information Specialist

Mr Ignatius Nyoni, Assistant Computer Manager

## **FORMER MEMBERS OF USIS TDGI PASA TEAM**

Ms Linda Taege, Project Coordinator

Mr Thomas Mweuka, Project Assistant

Ms Shekha Nasser, Administrative Assistant

## OTHER

Mr Dankwa, Manager, Massawe Ernst Young (Head of evaluation team looking at other activities of TDGI Project)

Dr M C Mukuyogo, Evaluator, Massawe Ernst Young

Mr Zakayo N Lukumay, computer trainer for automated case management

Mr David Schwingenhamer M M , Maryknoll missionary working in refugee camps along Tanzania's western border

Mr Danford Mpumilwa, Public Relations Officer, U N International Criminal Tribunal for Rwanda, Arusha

Mr Geoffrey M Chelelo, chief librarian, Mwanza Regional Library

Mr Theodore W Walters S J , academic officer, St Augustine University of Tanzania, Mwanza  
Father Deogratias Rweyongeza, Acting Vice Chancellor, St Augustine University of Tanzania, Mwanza

Ms Mary Flannery, Dar es Salaam representative, Agency for Personal Service Overseas (Irish government aid agency)

Mr Ezekiel Pajibo, policy analyst, Africa Faith and Justice Network, Washington, D C

Mr Dilip Kesaria, Advocate

Dr Sengondo Mvungi, Dean of Faculty of Law, University of Dar es Salaam

Dr Harrison Mwakyembe, Advocate, South Law Chambers

Dr P C Bakilana, President, Tanganyika Law Society

Mr James Andrew Bwana, Executive Secretary, Tanganyika Law Society

Mr Joe Mbuna, Practicing Attorney

Mr Rugemeleza Nshala, Lawyer, Lawyers Committee for Environmental Action (LCEA)

Mr Lissa, Lawyer, LCEA

Mr Leopard Kalunga, Practicing Attorney

Mr Wade Watts, Computer Network Specialist, Utah State Courts (By E-mail)

Mr Nakazael Tenga, Practicing Attorney

Mr Hassan Nure Hassan, Permanent Tribunal for Dispute Resolution

Judge Nan Shuker, Superior Court of the District of Columbia (e-mail and telephone)

Judge A Rich Leonard, U S Bankruptcy Court, Eastern Region of North Carolina - has provided technical assistance to Judiciary (by phone and e-mail)

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## ANNEX C

### PRINCIPAL DOCUMENTS REVIEWED

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## ANNEX D

### DETAILED INFORMATION ON MEDIA WORKSHOPS

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There follows a listing of the individual media workshops carried out, along with information about the timing and locations, the names of trainers and some representative commentary by the trainers and Press Club representatives (where available)

#### **WORKSHOP 1 LAW AND THE MEDIA IN A DEMOCRATIC SOCIETY, MARCH 1996** (two-day format)

**TRAINERS** Lee Dembart, a Los Angeles Times editorial writer and book critic, and Dr Harrison Mwakyembe, originally a journalist and later a practicing attorney and professor of law at the University of Dar es Salaam

**WORKSHOP SITES** Arusha, Dar es Salaam, Mbeya, Dodoma and Mwanza

**TRAINER COMMENT** The idea of combining an American and a Tanzanian was very good and very effective. Dr Mwakyembe and I meshed well together. I presented the American perspective, and he put many of the same matters in Tanzanian terms, which made them more believable coming from him than they would have coming from me. I tended to present material neutrally, while he advocated action. (Lee Dembart)

**PRESS CLUB COMMENT** The workshop was practically oriented with a sharing of ideas and field experiences and attracted very lively contributions from many participants. Indeed, sharing U.S. experiences with a local touch and environment was useful to club members, most of whom were inexperienced and have not gone to a journalism school. Coupled with fresh memories of the first multi-party general elections in October/November 1995 (just four months earlier), participants were able to cite practical situations during political campaigns, elections and the first days of President Mkapa's administration. (Patrick Mgawanyi, Arusha Press Club training coordinator)

#### **WORKSHOP 2 GOOD GOVERNANCE, MAY 1996** (two days)

**TRAINERS** Fulbright scholar Jennifer Widner, a University of Michigan sociologist studying legal reform in Eastern and Southern Africa, and Michael Okema, a University of Dar Es Salaam political scientist and columnist for the regional weekly *The East African*

**WORKSHOP SITES** Arusha, Dar es Salaam, Dodoma, Songea, Mbeya

**TRAINER COMMENT** The journalists all say that government officials have a strong proprietary sense of information and refuse to say much. They said people hide information. Although there is little doubt that government officials are often uncooperative, it is also likely that the problem of "hidden information" comes from not knowing what to ask and from not developing relationships with sources. We urged several responses, including holding "meet the press"



sessions to help build contacts and trust, attention to interview style (the workshops developed guidelines), and Press Club support for a freedom of information act. Knowing the subject would also go far. (Jennifer Widner)

**PRESS CLUB COMMENT** Although the facilitators cited ways journalists can determine if government is meeting the needs of people, they had no field experience to share with the group. Kinds of questions that elicit false or misleading responses, how to determine the value of the information provided, and the right people to ask for different kinds of information—the facilitators presented this material in lecture form, with only a brief period of one-sided sharing of experiences, mainly from the experienced journalists among the participants. Most difficult was the session presenting practical models for doing surveys of the general public as a tool for investigative journalism. Most participants could not relate this to the local situation. (Patrick Mgawanyi, Arusha Press Club training coordinator)

### **WORKSHOP 3 PRACTICAL POLITICS, JULY 1996 (two days)**

**TRAINERS** Political scientist William Parkes Riley of California State University, and Salva Rweyemamu, executive editor of the Dimba, Rai and Mtanzania newspapers (Habari Group). Rweyemamu was co-trainer for four of the six workshops and Gideon Shoo, Habari's production editor, joined the workshop for the other sessions.

**SITES** Dodoma, Songea, Mbeya, Mwanza, Arusha and Moshi.

**TRAINER COMMENT** Moshi had a serious problem of what seemed to me a 'very raw audience'. Most of them seemed ill-informed and hardly participated in discussions even though the resource persons invited them to use either language, English and/or Swahili. To my mind the Moshi audience needs special attention and it might be important to arrange some special workshops for them. Most participants from the Lutheran Radio Station asked to be trained in interviewing and basic reporting. The Moshi audience is exceptional in gender terms. More than 50 percent were women from different age groups. (Gideon Shoo)

I personally took this opportunity to introduce them to Maarifa (knowledge, in Arabic) Media Trust (MAMET) and the kind of basic courses in journalism the Trust runs. I made it clear to them, much as I sympathized with their plight, it would be financially impossible for MAMET on its own to organize courses for them in places like Songea and Moshi. However, I made a firm promise that if the two clubs managed to get financial support, MAMET would not hesitate to send resource persons to both Songea and Moshi to conduct the courses. (Salva Rweyemamu, Habari Group, which owns and operates MAMET)

**PRESS CLUB COMMENT** The workshop considered the role of the journalist as a commentator or investigative reporter serving the public's right to transparency. Riley and Shoo worked well together, slipping in with relevant examples of real situations in the U.S. and Tanzania. In particular, the practical aspects of the newly introduced multiparty democracy proved useful. Each participant was given the textbook, *Power and Choice: An Introduction to Political Science*, by Phillips Shively (McGraw Hill, 1995), a book on government, with examples including Tanzania, which is a useful desk reference. (Patrick Mgawanyi, Arusha Press Club training coordinator)

**WORKSHOP 4 INTERVIEWING TECHNIQUES, NOVEMBER 1996** (two days)

**TRAINERS** Stanley Meisler, a veteran foreign affairs writer for the Los Angeles Times, and Salva Rweyemamu, executive editor of the Dimba, Rai and Mtanzania newspapers (Habari Group)

**SITES** Mwanza, Arusha, Moshi, Tanga, Songea and Mbeya

**PROJECT STAFF COMMENT** The second day was practice interviewing. Rweyemamu challenged the participants to not just practice, but to really get a good interview during the workshop. The participants divided into groups. One interviewed Meisler, another Rweyemamu, and another went out in the community to get a good interview. Rweyemamu said if anyone got a good interview to send it to him and he would publish it. He promised that good and newsworthy interviews would be published. One participant took him seriously. He interviewed the regional commissioner for Mwanza and sent a copy to Rweyemamu. It was published in Mtanzania.

**PRESS CLUB COMMENT** A lively and interesting session. Stanley Meisler provided valuable and interesting materials on the topic which remain useful quick reference tools on the practical aspects of interviewing. (Patrick Mgawanyi, Arusha Press Club training coordinator)

**WORKSHOP 5 ECONOMIC REPORTING, JANUARY 1997** (two days)

**TRAINERS** Michael Olds, an economics teacher from Orange Coast Community College, Costa Mesa, California, and Fili Karashani, an editor with The Guardian in Dar es Salaam

**SITES** Songea, Mbeya, Mwanza, Arusha, Moshi, Tanga and Dar es Salaam

**TRAINER COMMENT** There was general enthusiasm for the course in economics. Those who had a lower level of general education and exposure would have gained more if examples that were given were of the Tanzanian rather than the American economy and policies. There now exists a base upon which future programs can be organized. My assessment is that there can be two sets of courses as a follow-up. Participants who were green in the field of economics would benefit from a supplementary course, to learn in detail some of the concepts and exposure to some of the topics left out for lack of time. For those with previous knowledge, an intermediate course is recommended. (Fili Karashani)

**WORKSHOP 6: LOCAL GOVERNMENT REPORTING, JUNE 1997** (two days)

**TRAINERS** Eileen Shanahan, a Washington-based journalist (formerly with The New York Times), and Halima Mbaruku, now an information specialist with USIS in Dar es Salaam, but then a journalist with the Tanzanian News Agency

**SITES** Dar es Salaam, Mbeya, Songea, Tanga, Mwanza and Moshi

**TRAINER COMMENT** Much was volunteered by most of the classes—and prodded out of others—about self-censorship by reporters, editors and publishers, especially of stories that would cast an unfavorable light on powerful officials. The fear of retaliation, up to and including jail terms, if such stories had been published is not without basis, at least one such jailing occurred

in 1996 In other cases, members of the classes expressed the belief that editors or publishers imposing self censorship were generally protecting a friend After a good bit of discussion in most of the six classes, a majority did seem to embrace the view we hoped for, namely, that "the remedy is to keep on reporting and writing It is in our hands " One participant in Dar es Salaam added "They can't put us all in jail " (Eileen Shanahan)

**WORKSHOP 7 JOURNALISM ETHICS, NOVEMBER-DECEMBER 1997 AND JANUARY 1998** (five days)

**TRAINERS FOR PART I** Ralph Barney, an emeritus professor of journalism from Brigham Young University, and Dr Harrison Mwakyembe, professor of law at the University of Dar es Salaam

**TRAINERS FOR PART II** Carole Ashkinaze, Washington freelance writer, and Dr Mwakyembe

**SITES** Mbeya, Songea, Mwanza and Arusha

**TRAINER COMMENT** Perhaps the most important points produced in each of the workshops were the importance of individual initiatives by journalists and, building on that, the critical importance of journalists in establishing information-distribution precedents in the new order of a multi-party nation The emphasis was on the need for journalists to step into voids left by authoritarian government sources, who have pulled back somewhat in their roles, to push sources of information not previously available, and, finally, to push also for openness of government in order to increase the availability of information (Ralph Barney)

**WORKSHOP 8 ECONOMIC REPORTING, JULY 1998** (five days)

**TRAINERS** Brendan Murphy, an independent financial writer specializing in global capital markets, and Adam Makaranga, Business Times researcher, former bank manager, consultant

**SITES** Held in Arusha only for about 130 Press Club members from Songea, Mbeya, Mwanza, Tanga, Moshu and Arusha

**TRAINER COMMENT** I found the Tanzania training workshops particularly satisfying Based on my previous experiences with such workshops, I had come to the conclusion that where economic and financial journalism is concerned, the most valuable information that I could transfer to journalists in Africa, or elsewhere in the developing world, was a firm grasp of simple economic notions and some understanding of how markets work There is often an emphasis in such workshops on reporting and writing exercises But participants usually don't have time to fully integrate these skills before they return to their newsrooms Such training would have greater effect if focused on copy editors and senior staff who are better placed to implant standard practices and styles into their newsroom operations

By contrast, it is possible to convey a substantial amount of information to a large group of journalists concerning not only journalistic norms, practices, responsibilities and risks but also on topics such as economics, monetary policy, fiscal management, banking, credit and the development of fixed-income and equity markets Based on conversations following the workshop, as well as feedback during sessions, I believe most of the participants absorbed at least some, if not all, of the relatively sophisticated concepts that were presented, although some

participants clearly developed a much higher level of understanding than others (Brendan Murphy)

**PARTICIPANT COMMENT** The training was advanced training That was a problem Three-quarters of the participants couldn't cope It helped people like me, but not others English was a problem The lack of educational background was a problem too, when it came to things like capital flight, economic reform or political reform (Radio Tanzania correspondent Noel Thomas, Arusha Press Club)

## **WRITING FOR RADIO/ASSISTING NGOS FOR WOMEN'S RIGHTS**

### **WORKSHOP 1 MAY 1997**

**TRAINER** Dr Robert Hilliard of Emerson College, Boston, and former head of the FCC's educational broadcasting division (Co-trainers were not provided for radio workshops)

Dr Hilliard's visit had two purposes to consult with the Tanzanian Broadcast Commission (TBC) to review its broadcast regulations, and to meet with broadcast journalists, managers and station owners to discuss the regulations Hilliard also met informally with local broadcasters to discuss the idea of a broadcasters association, as well as recording the signature announcement that still precedes each broadcast segment for Radio Free Africa in Mwanza Hilliard's seminars under the PASA/USAID project were to help NGOs develop radio writing and production skills to more effectively promote the rights of women in Tanzania

**SITES** Dar es Salaam, Mwanza and Moshi

**TRAINER COMMENT** not available

### **WORKSHOP 2 AUGUST 1997 (four days)**

**TRAINER** Michael Keith of Boston College

Purpose again was to help NGOs and radio writing and production staff develop skills needed to promote the rights of women effectively in Tanzania

**SITES** Mwanza and Moshi

**TRAINER COMMENT** not available

### **WORKSHOP 3 WRITING FOR THE SWAHILI BROADCAST MEDIA, MAY-JUNE 1998**

**TRAINER** Emmanuel Muganda, a native of Tanzania who heads the Voice of America's Swahili service in Washington

**SITE** Dar es Salaam

**TRAINER'S COMMENT** The feedback I received at the end of the workshop was very positive with the majority wishing the workshop lasted more than one week, and wishing we'd spent more

time on writing and interviewing techniques. As one participant put it, "I have always found it difficult to write stories for television. Now I know that to write a good story I have to consider three basic things: sharpness, shortness and strength of the story—both with simplicity and clarity. Secondly, I learned how to write a live story. That is, to write a story with as many actualities as possible—or let the speaker speak for himself." (Emmanuel Muganda)

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## ANNEX E

### EVALUATION QUESTIONNAIRE FOR JOURNALISM WORKSHOP PARTICIPANTS

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October 21, 1998

Dear Journalism Workshop Participant,

During the 1996-98 period, the U S Information Service (USIS) in Tanzania, with funding from the U S Agency for International Development (USAID/Tanzania), organized eight journalism workshops, with each workshop being conducted in a number of areas in Tanzania. In accordance with its standard practice, USAID/Tanzania has arranged for an evaluation of this and other activities carried out by USIS with USAID funding.

To give a fair evaluation of the workshop program, we on the evaluation team need to have a general profile of the people who attended the workshops and to receive feedback from the workshop participants on what difference attendance at the workshop made in their personal or professional lives. In addition, we have been asked to provide ideas for possible future activities. We would appreciate it, therefore, if you would complete the following and return it, either directly to us at USAID or USIS in Dar es Salaam or through your club president. The responses would be most useful if you can get them to us by next Tuesday.

Where possible, check the appropriate box. Where a textual response is needed, please feel free to use the back of the sheet to continue your response.

Thank you for your cooperation.

James L. Roush  
Evaluation Team Leader

Gerald Fitzgerald  
Media Specialist

Attachment: Questionnaire

- 1 NAME (Optional) \_\_\_\_\_
- 2 \_\_\_\_ MALE \_\_\_\_ FEMALE 3 AGE \_\_\_\_
- 4 HIGHEST LEVEL OF EDUCATION YOU HAD ACHIEVED AT THE TIME YOU ATTENDED THE FIRST WORKSHOP
- \_\_\_\_ UNIVERSITY \_\_\_\_ "O" LEVEL \_\_\_\_ "A" LEVEL
- 5 PRIMARY OCCUPATION WHEN YOU ATTENDED THE FIRST WORKSHOP \_\_\_\_\_
- \_\_\_\_\_
- 6 MY CURRENT PRIMARY OCCUPATION IS \_\_\_\_ UNCHANGED  
CHANGED TO \_\_\_\_\_
- 7 PLEASE LIST THE SUBJECTS OF THE WORKSHOPS YOU ATTENDED
- \_\_\_\_\_
- \_\_\_\_\_
- 8 WHERE DID YOU ATTEND JOURNALISM WORKSHOPS?
- \_\_\_\_\_
- \_\_\_\_\_
- 9 DID YOU ATTEND MORE THAN ONE OF THE USAID/USIS JOURNALISM WORKSHOPS?
- \_\_\_\_ YES \_\_\_\_ NO
- IF YES, WHICH DID YOU FIND THE MOST HELPFUL? \_\_\_\_\_
- \_\_\_\_\_
- 10 DO YOU FEEL THAT YOUR ATTENDANCE AT THE WORKSHOP(S) WAS BENEFICIAL TO YOU IN YOUR CAREER?
- \_\_\_\_ YES \_\_\_\_ NO
- IF YES, WHAT WAS THE MOST USEFUL SUBJECT MATTER? \_\_\_\_\_
- \_\_\_\_\_

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IF YES, HOW WAS IT HELPFUL TO YOU? \_\_\_\_\_

- 11 IF SIMILAR WORKSHOPS SHOULD BE OFFERED IN THE FUTURE, WOULD YOU BE INTERESTED IN ATTENDING?

\_\_\_ YES \_\_\_ NO

IF YES, WHAT SUBJECTS WOULD YOU LIKE TO SEE COVERED? \_\_\_\_\_

IF YES, WHAT LOCAL ORGANIZATIONS WOULD YOU LIKE TO SEE INVOLVED IN THE PLANNING OF SUCH WORKSHOPS? \_\_\_\_\_

IF YES, WHAT LOCAL ORGANIZATION(S) WOULD YOU LIKE TO SEE RESPONSIBLE FOR THE IMPLEMENTATION OF SUCH WORKSHOPS? \_\_\_\_\_

IF YES, SHOULD SOME OF THE WORKSHOPS INCLUDE OR BE DESIGNED FOR OTHER THAN REPORTERS?

\_\_\_ YES \_\_\_ NO

IF YES, WHAT OTHER TYPES OF JOURNALISTS SHOULD BE INCLUDED? \_\_\_\_\_

- 12 WHAT DO YOU BELIEVE ARE THE MOST SERIOUS CONSTRAINTS TO THE GROWTH OF AN INDEPENDENT MEDIA IN TANZANIA?

- 13 WHAT ROLE, IF ANY, DO YOU SEE FOR FOREIGN DONORS IN ASSISTING THE INDEPENDENT MEDIA IN TANZANIA TO INCREASE THEIR EFFECTIVENESS AND MAINTAIN THEIR INDEPENDENCE?



- 14 ON A SCALE OF 1 TO 10 (WITH 10 BEING THE BEST), HOW WOULD YOU RATE THE USAID-FUNDED, USIS-SPONSORED JOURNALISM WORKSHOP PROGRAM?

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- 15 PLEASE FEEL FREE TO OFFER ANY COMMENTS BELOW THAT YOU FEEL ARE RELEVANT TO AN EVALUATION OF THE JOURNALISM WORKSHOP PROGRAM

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